

Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.

LEGISLATIVE HISTORY

Public Law 769—81st Congress

Chapter 912—2d Session

H. R. 7941

TABLE OF CONTENTS

Digest of Public Law 769	1
Index and Summary of History on H. R. 7941	2

FEDERAL-AID HIGHWAY ACT OF 1950. Amends and supplements the Federal Aid Road Act to authorize appropriations for continuing the construction of highways and roads. It authorizes appropriations of \$20,000,000 in fiscal years 1952 and 1953 for forest highways; \$17,500,000 in fiscal years 1952 and 1953 for forest development roads and trails; and \$3,500,000 in fiscal years 1951 and 1952 for improvement and extension of the highway facilities within or adjacent to the Tongass National Forest, Alaska.

INDEX AND SUMMARY OF HISTORY ON H. R. 7941

February 22, 1950 H. R. 7398 was introduced by Rep. Whittington and was referred to the House Committee on Public Works. Print of the bill as introduced. (Similar bill).

February 28, 1950 Hearings: House, H. R. 7398 and 7941.

March 30, 1950 H. R. 7941 was introduced by Rep. Whittington and was referred to the House Committee on Public Works. Print of the bill as introduced.

April 5, 1950 House Committee reported H. R. 7941 without amendment. House Report 1888. Print of the bill as reported.

April 14, 1950 S. 3424 was introduced by Senator Chavez and was referred to the Senate Committee on Public Works. Print of the bill as introduced. (Similar bill).

April 28, 1950 House Committee reported H. Res. 565 for the consideration of H. R. 7941. House Rept. 1964. Print of the resolution.

May 2, 1950 Print of an amendment to S. 3424 proposed by Senator Tobey.

May 17, 1950 Hearings: Senate, S. 3424 and H. R. 7941.

May 18, 1950 House began debate on H. R. 7941.
Print of an amendment to S. 3424 proposed by Senator Bridges.

May 19, 1950 House concluded debate and passed H. R. 7941 as reported by a vote of 246-34.

May 22, 1950 Print of H. R. 7941 as referred to the Senate Committee on Public Works.

June 14, 1950 Print of an amendment proposed by Senator Maybank to S. 3424.

July 13, 1950 Print of an amendment proposed by Senator Johnson to H. R. 7941.

July 14, 1950 Senate Committee reported H. R. 7941 with amendment. Senate Report 2044. Print of the bill as reported.

July 26, 1950 Senate discussed and passed over on objection H. R. 7941.

July 28, 1950 Print of an amendment proposed by Senator Lodge to H. R. 7941.

August 3, 1950 Prints of amendments proposed by Senator Saltonstall to H. R. 7941.

August 9, 1950 Senate discussed and passed over H. R. 7941.

August 17, 1950 Senate began debate on H. R. 7941.

August 18, 1950 Senate debate continued.
Prints of amendments to H. R. 7941 proposed by Senators Maybank, McCarran, Johnson, Hendrickson, Graham, and Chavez.

August 21, 1950 Prints of amendments to H. R. 7941 proposed by Senator Douglas.

August 22, 1950 Senate concluded debate and passed H. R. 7941 with amendments.

 Senate conferees appointed.

August 23, 1950 House conferees appointed.

August 28, 1950 House received the conference report. House Rept. 3010.

August 29, 1950 Both houses agreed to the conference report.

September 7, 1950 Approved. Public Law 769.

81ST CONGRESS
2^D SESSION

H. R. 7398

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 22, 1950

Mr. WHITTINGTON introduced the following bill; which was referred to the
Committee on Public Works

A BILL

To amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That for the purpose of carrying out the provisions of the
4 Federal-Aid Road Act approved July 11, 1916 (39 Stat.
5 355), and all Acts amendatory thereof and supplementary
6 thereto, there is hereby authorized to be appropriated the
7 sum of \$500,000,000 for the fiscal year ending June 30,
8 1952, and a like sum for the fiscal year ending June 30,
9 1953.

10 The sum herein authorized for each fiscal year shall be
11 available for expenditure as follows:

1 (a) \$225,000,000 for projects on the Federal-aid pri-
2 mary highway system.

3 (b) \$150,000,000 for projects on the Federal-aid
4 secondary highway system as set forth in paragraph (b) of
5 section 3 of the Federal-Aid Highway Act of 1944 (58
6 Stat. 838), as amended or supplemented by the Federal-
7 Aid Highway Act of 1948 (62 Stat. 1105).

8 (c) \$125,000,000 for projects on the Federal-aid high-
9 way system in urban areas.

10 The said sums, respectively, for any fiscal year, shall be
11 apportioned among the several States in the manner now
12 provided by law and in accordance with the formulas set
13 forth in section 4 of the Federal-Aid Highway Act of 1944
14 approved December 20, 1944: *Provided*, That not to exceed
15 25 per centum of the amounts apportioned to any State in
16 any year for expenditure on the Federal-aid primary highway
17 system or on the Federal-aid secondary highway system shall
18 be available for expenditure interchangeably on either of
19 said systems when such expenditure is requested and certified
20 as being in the public interest by the State highway depart-
21 ment and is approved by the Commissioner of Public Roads.

22 Any sums apportioned to any State under the provisions
23 of this section and under the provisions of section 2 hereof
24 shall be available for expenditure in that State for two fiscal
25 years after the close of the fiscal year for which such sums

1 are authorized, and any amount so apportioned remaining
2 unexpended at the end of such period shall lapse: *Provided*,
3 That such funds for any fiscal year shall be deemed to have
4 been expended if a sum equal to the total of the sums ap-
5 portioned to the State for such fiscal year is covered by formal
6 agreements with the Commissioner of Public Roads for the
7 improvement of specific projects as provided by this Act.

8 SEC. 2. (a) For the purpose of expediting the construc-
9 tion, reconstruction, and improvement, inclusive of necessary
10 bridges and tunnels, of the National System of Interstate
11 Highways, designated in accordance with the provisions of
12 section 7 of the Federal-Aid Highway Act of 1944 (58
13 Stat. 838), there is hereby authorized to be appropriated
14 the additional sum of \$70,000,000 for the fiscal year ending
15 June 30, 1952, and a like additional sum for the fiscal year
16 ending June 30, 1953. The sum herein authorized for each
17 fiscal year shall be apportioned among the several States in
18 the ratio which the population of each State bears to the total
19 population of all of the States as shown by the latest available
20 Federal census: *Provided*, That no State shall receive less
21 than three-fourths of 1 per centum of the sum authorized
22 to be apportioned for each year under this subsection, and
23 the sum apportioned to each State may be utilized to increase
24 the Federal share payable on account of any project on the
25 National System of Interstate Highways above 50 per

1 centum of the cost thereof, including the costs of rights-of-
2 way, but not to exceed 75 per centum of such cost: *Provided*
3 *further*, That in the case of any State containing unappro-
4 priated and unreserved public lands and nontaxable Indian
5 lands, individual and tribal, exceeding 5 per centum of the
6 total area of all lands therein the Federal share shall be
7 increased by a percentage of the remaining cost equal to the
8 percentage that the area of all such lands in such State is of
9 its total area.

10 (b) Any State that shall issue bonds and use the pro-
11 ceeds of such bonds for the construction of toll-free facilities
12 in order to accelerate the improvement of the National
13 System of Interstate Highways may apply any portion of
14 the funds herein, or hereafter, authorized for expenditure on
15 said system of highways and apportioned to such State under
16 the provisions of this section to aid in retirement of annual
17 maturities of the principal indebtedness of such bonds to the
18 extent that the proceeds of such bonds are actually expended
19 in the construction of said system of highways: *Provided*,
20 That payment of Federal funds on the principal indebtedness
21 of such bonds shall be made only on account of any such
22 facility that is constructed in accordance with plans and
23 specifications approved in advance of construction by the
24 Commissioner of Public Roads: *Provided further*, That pay-
25 ment of Federal funds pursuant to this subsection shall not

1 exceed the pro rata basis authorized by subsection (a) of
2 this section: *And provided further*, That the obligation of the
3 United States to any State pursuant to this subsection shall
4 be limited to apportionments to such State from funds
5 authorized by the Congress to be apportioned for expenditure
6 on said system of highways.

7 SEC. 3. For the purpose of carrying out the provisions
8 of section 23 of the Federal Highway Act (42 Stat. 218),
9 as amended and supplemented, there is hereby authorized to
10 be appropriated (1) for forest highways the sum of \$20,-
11 000,000 for the fiscal year ending June 30, 1952, and a like
12 sum for the fiscal year ending June 30, 1953; and (2) for
13 forest development roads and trails the sum of \$12,500,000
14 for the fiscal year ending June 30, 1952, and a like sum
15 for the fiscal year ending June 30, 1953: *Provided*, That,
16 immediately upon the passage of this Act, the appropriation
17 herein authorized for forest highways for the fiscal year
18 ending June 30, 1952, shall be apportioned by the Secretary
19 of Commerce for expenditure in the several States, Alaska,
20 and Puerto Rico, according to the area and value of the land
21 owned by the Government within the national forests therein
22 which the Secretary of Agriculture is hereby directed to
23 determine and certify to him from such information, sources,
24 and departments as the Secretary of Agriculture may deem
25 most accurate, and hereafter, on or before January 1 next

1 preceding the commencement of each succeeding fiscal year
2 the Secretary of Commerce shall make like apportionment
3 of the appropriation authorized for such fiscal year: *Provided*
4 *further*, That the Commissioner of Public Roads may incur
5 obligations, approve projects, and enter into contracts under
6 the apportionment of such authorizations, and his action in
7 so doing shall be deemed a contractual obligation of the
8 Federal Government for the payment of the cost thereof:
9 *Provided further*, That the appropriations made pursuant to
10 authorizations heretofore, herein, and hereafter enacted for
11 forest highways shall be considered available to the Com-
12 missioner of Public Roads for the purpose of discharging
13 the obligations created hereunder in any State or Territory:
14 *Provided further*, That the total expenditures on account of
15 any State or Territory shall at no time exceed its authorized
16 apportionment: *And provided further*, That appropriations
17 for forest highways shall be administered in conformity with
18 regulations jointly approved by the Secretary of Commerce
19 and the Secretary of Agriculture.

20 SEC. 4. (a) For the construction, reconstruction, im-
21 provement, and maintenance of roads and trails, inclusive
22 of necessary bridges, in national parks, monuments, and
23 other areas administered by the National Park Service, in-
24 cluding areas authorized to be established as national parks
25 and monuments, and national park and monument approach

1 roads authorized by the Act of January 31, 1931 (46 Stat.
2 1053), as amended, there is hereby authorized to be
3 appropriated the sum of \$4,250,000 for the fiscal year end-
4 ing June 30, 1952, and a like sum for the fiscal year ending
5 June 30, 1953.

6 (b) For the construction and maintenance of parkways,
7 to give access to national parks and national monuments,
8 or to become connecting sections of a national parkway
9 plan, over lands to which title has been transferred to the
10 United States by the States or by private individuals, there
11 is hereby authorized to be appropriated the sum of \$10,-
12 000,000 for the fiscal year ending June 30, 1952, and a
13 like sum for the fiscal year ending June 30, 1953.

14 (c) For the construction, improvement, and mainte-
15 nance of Indian reservation roads and bridges and roads
16 and bridges to provide access to Indian reservations and
17 Indian lands under the provisions of the Act approved May
18 26, 1928 (45 Stat. 750), there is hereby authorized to be
19 appropriated the sum of \$4,000,000 for the fiscal year ending
20 June 30, 1952, and a like sum for the fiscal year ending
21 June 30, 1953: *Provided*, That the location, type, and
22 design of all roads and bridges constructed shall be approved
23 by the Bureau of Public Roads before any expenditures are
24 made thereon, and all such construction shall be under the
25 general supervision of the Bureau of Public Roads.

1 SEC. 5. All provisions of the Federal-Aid Highway
2 Act of 1944, approved December 20, 1944 (58 Stat. 838),
3 and the provisions of the Federal-Aid Highway Act of
4 1948, approved June 29, 1948 (62 Stat. 1105), not incon-
5 sistent with this Act, shall remain in full force and effect.

6 SEC. 6. That section 14 of the Federal Highway Act,
7 approved November 9, 1921 (42 Stat. 212), is hereby
8 amended to read as follows:

9 "SEC. 14. It shall be the duty of the State to maintain
10 any highway within its boundaries after construction under
11 the provisions of this Act. If at any time the Commissioner
12 of the Bureau of Public Roads shall find that any such
13 highway in any State is not being properly maintained he
14 shall call such fact to the attention of the highway depart-
15 ment of such State and if within ninety days after receipt of
16 such notice said highway has not been put in a proper
17 condition of maintenance, then the Commissioner of Public
18 Roads shall withhold approval of further projects in such
19 State until such highway has been restored to a proper con-
20 dition of maintenance: *Provided*, That in any State wherein
21 the highway department is without legal authority to main-
22 tain a highway so constructed as a secondary or an urban
23 road project the highway department of such State shall
24 enter into a formal agreement with the appropriate officials
25 of the county or city in which such highway is located for

1 its maintenance, and if at any time the Commissioner of
2 Public Roads shall find that such highway is not being
3 properly maintained he shall call such fact to the attention
4 of the highway department of such State and if within ninety
5 days after receipt of such notice said highway has not been
6 put in proper condition of maintenance then the Commis-
7 sioner of Public Roads shall withhold approval of further
8 secondary or urban road projects in such county or city until
9 said highway shall have been placed in a proper condition
10 of maintenance.”

11 SEC. 7. That subsection (a) of section 5 of the Federal-
12 Aid Highway Act of 1944, approved December 20, 1944
13 (58 Stat. 838), is hereby amended by increasing the Federal
14 share payable on account of the costs of rights-of-way from
15 “one-third” to not exceed “one-half” of such costs.

16 SEC. 8. Not to exceed \$10,000,000 of any money here-
17 tofore or hereafter appropriated for expenditure in accord-
18 ance with the provisions of the Federal Highway Act, as
19 amended and supplemented, shall be available for expenditure
20 by the Commissioner of Public Roads, in accordance with
21 the provisions of the Federal Highway Act, as amended and
22 supplemented, as an emergency relief fund, after receipt of
23 an application therefor from the highway department of any
24 State, in the repair or reconstruction of highways and bridges
25 on the primary or secondary Federal-aid highway systems,

1 or on other important highways and bridges without any
2 limitation to system, which he shall find have suffered serious
3 damage as the result of disaster over a wide area, such as by
4 floods, hurricanes, tidal waves, earthquakes, severe storms,
5 landslides, or other catastrophes in any part of the United
6 States, and there is hereby authorized to be appropriated any
7 sum or sums necessary to reimburse the funds so expended
8 from time to time under the authority of this section: *Pro-*
9 *vided*, That no expenditures shall be made with respect to
10 any such catastrophe in any State unless an emergency has
11 been declared by the Governor of such State and concurred
12 in by the Commissioner of Public Roads: *Provided further*,
13 That the Federal share payable on account of any repair
14 or reconstruction project provided for by funds made avail-
15 able under this section shall not exceed 50 per centum of
16 the cost thereof.

17 SEC. 9. That any State which authorizes its highway
18 department to participate with State funds in meeting the
19 cost to counties of maintaining highway engineering organ-
20 izations, or which requires that a county have a competent
21 highway engineering organization to be eligible to receive
22 funds that are available through the highway department
23 of such State for the construction and improvement of roads,
24 including bridges, that are under the jurisdiction of such

1 county, may be reimbursed out of its apportionment of Fed-
2 eral-aid secondary road funds the usual Federal pro rata
3 authorized by law in such State to reimburse the counties
4 such pro rata share of the expenditures made by them with-
5 out reimbursement from other sources for the maintenance
6 and support of their respective highway engineering organiza-
7 tions, such reimbursements, however, not to exceed in any
8 one year \$10,000 to any county, or to any group of counties
9 which may jointly employ and maintain a highway engineer-
10 ing organization: *Provided*, That the term "county" as used
11 in this section shall be construed to include corresponding
12 units of government under any other name in States which
13 do not have county government organizations, and likewise
14 in those States in which the county government does not
15 have jurisdiction over highways it may be construed to in-
16 clude any county-wide group of towns or other local govern-
17 mental units that are vested, respectively, with jurisdiction
18 over local highways and which jointly employ a highway
19 engineering organization: *Provided further*, That the high-
20 way department of any State claiming reimbursement under
21 this section on behalf of any county or group of counties
22 therein shall certify that such highway engineering organ-
23 ization is employed by and operates for the whole county,
24 or group of counties, in the direction and supervision of road

1 construction and maintenance therein and is suitably organ-
2 ized and provided with qualified personnel and equipment
3 to discharge properly such functions.

4 SEC. 10. The Secretary is authorized to delegate to the
5 Commissioner of Public Roads any authority vested in him
6 by this Act.

7 SEC. 11. If any section, subsection, or other provision
8 of this Act or the application thereof to any person or cir-
9 cumstance is held invalid, the remainder of this Act and the
10 application of such section, subsection, or other provision to
11 other persons or circumstances shall not be affected thereby.

12 SEC. 12. That all Acts or parts of Acts in any way in-
13 consistent with the provisions of this Act are hereby repealed,
14 and this Act shall take effect on its passage.

15 SEC. 13. This Act may be cited as the "Federal-Aid
16 Highway Act of 1950".

81ST CONGRESS
2d Session

H. R. 7398

A BILL

To amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

By Mr. WITTINGTON

FEBRUARY 22, 1950

Referred to the Committee on Public Works

81ST CONGRESS
2D SESSION

H. R. 7941

IN THE HOUSE OF REPRESENTATIVES

MARCH 30, 1950

Mr. WHITTINGTON introduced the following bill; which was referred to the
Committee on Public Works

A BILL

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That for the purpose of carrying out the provisions of the
4 Federal-Aid Road Act approved July 11, 1916 (39 Stat.
5 355), and all Acts amendatory thereof and supplementary
6 thereto, there is hereby authorized to be appropriated the
7 sum of \$500,000,000 for the fiscal year ending June 30,
8 1952, and a like sum for the fiscal year ending June 30,
9 1953.

1 The sum herein authorized for each fiscal year shall be
2 available for expenditure as follows:

3 (a) \$225,000,000 for projects on the Federal-aid pri-
4 mary highway system.

5 (b) \$150,000,000 for projects on the Federal-aid
6 secondary highway system as set forth in paragraph (b) of
7 section 3 of the Federal-Aid Highway Act of 1944 (58
8 Stat. 838), as amended or supplemented by the Federal-
9 Aid Highway Act of 1948 (62 Stat. 1105).

10 (c) \$125,000,000 for projects on the Federal-aid high-
11 way system in urban areas.

12 The said sums, respectively, for any fiscal year, shall be
13 apportioned among the several States in the manner now
14 provided by law and in accordance with the formulas set
15 forth in section 4 of the Federal-Aid Highway Act of 1944
16 approved December 20, 1944: *Provided*, That the census
17 figures used in making said apportionments shall be those
18 shown by the latest available Federal census.

19 Any sums apportioned to any State under the provisions
20 of this section and under the provisions of section 2 hereof
21 shall be available for expenditure in that State for two fiscal
22 years after the close of the fiscal year for which such sums
23 are authorized, and any amount so apportioned remaining
24 unexpended at the end of such period shall lapse: *Provided*,
25 That such funds for any fiscal year shall be deemed to have

1 been expended if a sum equal to the total of the sums ap-
2 portioned to the State for such fiscal year is covered by
3 formal agreements with the Commissioner of Public Roads
4 for the improvement of specific projects as provided by
5 this Act.

6 SEC. 2. (a) For the purpose of expediting the construc-
7 tion, reconstruction, and improvement, inclusive of necessary
8 bridges and tunnels, of the National System of Interstate
9 Highways, designated in accordance with the provisions of
10 section 7 of the Federal-Aid Highway Act of 1944 (58
11 Stat. 838), there is hereby authorized to be appropriated
12 the additional sum of \$70,000,000 for the fiscal year ending
13 June 30, 1952, and a like additional sum for the fiscal year
14 ending June 30, 1953. The sum herein authorized for each
15 fiscal year shall be apportioned among the several States in
16 the ratio which the population of each State bears to the
17 total population of all of the States as shown by the latest
18 available Federal census: *Provided*, That no State shall
19 receive less than three-fourths of 1 per centum of the sum
20 authorized to be apportioned for each year under this sub-
21 section, and the sum apportioned to each State may be
22 utilized to pay the Federal pro rata share now authorized
23 by law on account of any project on the National System
24 of Interstate Highways, or may be used to increase the
25 Federal payment on account of any such project financed

1 with Federal-aid primary or urban funds by one-half of
2 the State's share of the cost thereof over and above the
3 regular Federal pro rata now authorized in such State.

4 (b) Any State that shall issue bonds and use the pro-
5 ceeds of such bonds for the construction of toll-free facilities
6 in order to accelerate the improvement of the National
7 System of Interstate Highways may apply any portion of
8 the funds herein, or hereafter, authorized for expenditure on
9 said system of highways and apportioned to such State under
10 the provisions of this section to aid in retirement of annual
11 maturities of the principal indebtedness of such bonds to the
12 extent that the proceeds of such bonds are actually expended
13 in the construction of said system of highways: *Provided*,
14 That payment of Federal funds on the principal indebtedness
15 of such bonds shall be made only on account of any such
16 facility that is constructed in accordance with plans and
17 specifications approved in advance of construction by the
18 Commissioner of Public Roads: *Provided further*, That pay-
19 ment of Federal funds pursuant to this subsection shall not
20 exceed the pro rata basis authorized by subsection (a) of
21 this section: *And provided further*, That payments to any
22 State pursuant to this subsection shall be made exclusively
23 from apportionments to such State from funds authorized by
24 the Congress to be apportioned for expenditure on said sys-
25 tem of highways and this subsection shall not be construed

1 as a commitment or obligation on the part of the United
2 States to provide such funds.

3 SEC. 3. For the purpose of carrying out the provisions
4 of section 23 of the Federal Highway Act (42 Stat. 218),
5 as amended and supplemented, there is hereby authorized to
6 be appropriated (1) for forest highways the sum of \$20,-
7 000,000 for the fiscal year ending June 30, 1952, and a like
8 sum for the fiscal year ending June 30, 1953; and (2) for
9 forest development roads and trails the sum of \$17,500,000
10 for the fiscal year ending June 30, 1952, and a like sum
11 for the fiscal year ending June 30, 1953: *Provided, That,*
12 immediately upon the passage of this Act, the appropriation
13 herein authorized for forest highways for the fiscal year
14 ending June 30, 1952, shall be apportioned by the Secretary
15 of Commerce for expenditure in the several States, Alaska,
16 and Puerto Rico, according to the area and value of the land
17 owned by the Government within the national forests therein
18 which the Secretary of Agriculture is hereby directed to
19 determine and certify to him from such information, sources,
20 and departments as the Secretary of Agriculture may deem
21 most accurate, and hereafter, on or before January 1 next
22 preceding the commencement of each succeeding fiscal year
23 the Secretary of Commerce shall make like apportionment
24 of the appropriation authorized for such fiscal year: *Provided*
25 *further, That* the Commissioner of Public Roads may incur

1 obligations, approve projects, and enter into contracts under
2 the apportionment of such authorizations, and his action in
3 so doing shall be deemed a contractual obligation of the
4 Federal Government for the payment of the cost thereof:
5 *Provided further*, That the appropriations made pursuant to
6 authorizations heretofore, herein, and hereafter enacted for
7 forest highways shall be considered available to the Com-
8 missioner of Public Roads for the purpose of discharging
9 the obligations created hereunder in any State or Territory:
10 *Provided further*, That the total expenditures on account of
11 any State or Territory shall at no time exceed its authorized
12 apportionment: *And provided further*, That appropriations
13 for forest highways shall be administered in conformity with
14 regulations jointly approved by the Secretary of Commerce
15 and the Secretary of Agriculture.

16 SEC. 4. (a) For the construction, reconstruction, im-
17 provement, and maintenance of roads and trails, inclusive
18 of necessary bridges, in national parks, monuments, and
19 other areas administered by the National Park Service, in-
20 cluding areas authorized to be established as national parks
21 and monuments, and national park and monument approach
22 roads authorized by the Act of January 31, 1931 (46 Stat.
23 1053), as amended, there is hereby authorized to be ap-
24 propriated the sum of \$10,000,000 for the fiscal year ending
25 June 30, 1952, and a like sum for the fiscal year ending

1 June 30, 1953: *Provided*, That of the sum authorized by
2 this subsection for each fiscal year not more than \$4,000,000
3 shall be used for the maintenance of such roads and trails
4 and not more than \$1,000,000 shall be used for the con-
5 struction of minor roads and trails: *Provided further*, That
6 hereafter appropriations for the construction, reconstruction,
7 and improvement of such park and monument roads shall
8 be administered in conformity with regulations jointly ap-
9 proved by the Secretary of the Interior and the Secretary
10 of Commerce, and projects for the construction, reconstruc-
11 tion, and improvement of such park and monument roads
12 shall be agreed upon jointly by the Secretary of the Interior
13 and the Secretary of Commerce.

14 (b) For the construction and maintenance of parkways,
15 to give access to national parks and national monuments,
16 or to become connecting sections of a national parkway
17 plan, over lands to which title has been transferred to the
18 United States by the States or by private individuals, there
19 is hereby authorized to be appropriated the sum of
20 \$13,000,000 for the fiscal year ending June 30, 1952, and a
21 like sum for the fiscal year ending June 30, 1953: *Provided*,
22 That of the sum authorized by this subsection for each fiscal
23 year not more than \$500,000 shall be used for the mainte-
24 nance of parkway roads and not more than \$400,000 shall
25 be used for the construction of minor roads and trails within

1 parkway boundaries: *Provided further*, That hereafter ap-
2 propriations for the construction of parkways shall be
3 administered in conformity with regulations jointly approved
4 by the Secretary of the Interior and the Secretary of Com-
5 merce, and projects for parkway construction shall be agreed
6 upon jointly by the Secretary of the Interior and the Secre-
7 tary of Commerce.

8 (c) For the construction, improvement, and mainte-
9 nance of Indian reservation roads and bridges and roads
10 and bridges to provide access to Indian reservations and
11 Indian lands under the provisions of the Act approved May
12 26, 1928 (45 Stat. 750), there is hereby authorized to be
13 appropriated the sum of \$6,000,000 for the fiscal year ending
14 June 30, 1952, and a like sum for the fiscal year ending
15 June 30, 1953: *Provided*, That the location, type, and
16 design of all roads and bridges constructed shall be approved
17 by the Bureau of Public Roads before any expenditures are
18 made thereon, and all such construction shall be under the
19 general supervision of the Bureau of Public Roads.

20 SEC. 5. All provisions of the Federal-Aid Highway
21 Act of 1944, approved December 20, 1944 (58 Stat. 838),
22 and the provisions of the Federal-Aid Highway Act of
23 1948, approved June 29, 1948 (62 Stat. 1105), not incon-
24 sistent with this Act, shall remain in full force and effect.

25 SEC. 6. That section 14 of the Federal Highway Act,

1 approved November 9, 1921 (42 Stat. 212), is hereby
2 amended to read as follows:

3 “SEC. 14. It shall be the duty of the State to maintain
4 any highway within its boundaries after construction under
5 the provisions of this Act. If at any time the Commissioner
6 of the Bureau of Public Roads shall find that any such
7 highway in any State is not being properly maintained he
8 shall call such fact to the attention of the highway depart-
9 ment of such State and if within ninety days after receipt of
10 such notice said highway has not been put in a proper
11 condition of maintenance, then the Commissioner of Public
12 Roads shall withhold approval of further projects in such
13 State until such highway has been restored to a proper con-
14 dition of maintenance: *Provided*, That in any State wherein
15 the highway department is without legal authority to main-
16 tain a highway so constructed as a secondary or an urban
17 road project the highway department of such State shall
18 enter into a formal agreement with the appropriate officials
19 of the county or city in which such highway is located for
20 its maintenance, and if at any time the Commissioner of
21 Public Roads shall find that such highway is not being
22 properly maintained he shall call such fact to the attention
23 of the highway department of such State and if within ninety
24 days after receipt of such notice said highway has not been
25 put in proper condition of maintenance then the Commis-

1 sioner of Public Roads shall withhold approval of further
2 secondary or urban road projects in such county or city
3 until said highway shall have been placed in a proper
4 condition of maintenance.”

5 SEC. 7. That subsection (a) of section 5 of the Federal-
6 Aid Highway Act of 1944, approved December 20, 1944
7 (58 Stat. 838), is hereby amended by increasing the Federal
8 share payable on account of the costs of rights-of-way from
9 “one-third” to not exceed “one-half” of such costs.

10 SEC. 8. Section 3a of the Federal Highway Act of
11 November 9, 1921, as amended by the Act of February
12 20, 1931 (46 Stat. 1173), is hereby amended to read
13 as follows:

14 “SEC. 3a. That the Secretary of Commerce is authorized
15 to cooperate with the State highway departments and with
16 the Department of the Interior in the construction of public
17 highways within Indian reservations and national parks and
18 monuments under the jurisdiction of the Department of the
19 Interior, and to pay the amount assumed therefor from the
20 funds allotted or apportioned under this Act to the State
21 wherein the reservations and national parks and monuments
22 are located.”

23 SEC. 9. Not to exceed \$10,000,000 of any money here-
24 tofore or hereafter appropriated for expenditure in accord-
25 ance with the provisions of the Federal Highway Act, as

1 amended and supplemented, shall be available for expenditure
2 by the Commissioner of Public Roads, in accordance with
3 the provisions of the Federal Highway Act, as amended and
4 supplemented, as an emergency relief fund, after receipt of
5 an application therefor from the highway department of any
6 State, in the repair or reconstruction of highways and bridges
7 on the primary or secondary Federal-aid highway systems
8 which he shall find have suffered serious damage as the
9 result of disaster over a wide area, such as by floods, hurri-
10 canes, tidal waves, earthquakes, severe storms, landslides,
11 or other catastrophes in any part of the United States, and
12 there is hereby authorized to be appropriated any sum or
13 sums necessary to reimburse the funds so expended from
14 time to time under the authority of this section: *Provided*,
15 That no expenditures shall be made with respect to any
16 such catastrophe in any State unless an emergency has been
17 declared by the Governor of such State and concurred in
18 by the Commissioner of Public Roads: *Provided further*,
19 That the Federal share payable on account of any repair
20 or reconstruction project provided for by funds made avail-
21 able under this section shall not exceed 50 per centum of
22 the cost thereof.

23 SEC. 10. The Commissioner of Public Roads is author-
24 ized and directed to assist in carrying out the action program
25 of the President's Highway Safety Conference and to co-

1 operate with the State highway departments and other
2 agencies in this program to advance the cause of safety on
3 the streets and highways: *Provided*, That not to exceed
4 \$75,000 shall be expended annually for the purposes of this
5 section.

6 SEC. 11. The Secretary is authorized to delegate to the
7 Commissioner of Public Roads any authority vested in him
8 by this Act.

9 SEC. 12. If any section, subsection, or other provision
10 of this Act or the application thereof to any person or cir-
11 cumstance is held invalid, the remainder of this Act and the
12 application of such section, subsection, or other provision to
13 other persons or circumstances shall not be affected thereby.

14 SEC. 13. That all Acts or parts of Acts in any way in-
15 consistent with the provisions of this Act are hereby repealed,
16 and this Act shall take effect on its passage.

17 SEC. 14. This Act may be cited as the "Federal-Aid
18 Highway Act of 1950".

81ST CONGRESS
2^D Session

H. R. 7941

A BILL

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

By Mr. WITTINGTON

MARCH 30, 1950

Referred to the Committee on Public Works

AMENDING AND SUPPLEMENTING THE FEDERAL-AID ROAD ACT, APPROVED JULY 11, 1916 (39 STAT. 355), AS AMENDED AND SUPPLEMENTED, TO AUTHORIZE APPROPRIATIONS FOR CONTINUING THE CONSTRUCTION OF HIGHWAYS

APRIL 5, 1950.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. WHITTINGTON, from the Committee on Public Works, submitted the following

REPORT

[To accompany H. R. 7941]

The Committee on Public Works, to whom was referred the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

The bill is a substitute for H. R. 7398, upon which the committee held extensive public hearings with witnesses representing Federal, State, and local officials, Members of Congress, agriculture, industry, road users, and other groups. The hearings are printed and available.

At the conclusion of the hearings, H. R. 7398 was amended and H. R. 7941 is H. R. 7398, as amended.

The American Association of State Highway Officials, which is an organization composed of the principal highway officials of all of the States, recommended to the committee appropriations of \$600,000,000 for each of the fiscal years 1952 and 1953 for projects on the Federal-aid primary highway system, for projects on the Federal-aid secondary highway system, and for projects on the Federal-aid highway system in urban areas, and \$210,000,000 for each of said fiscal years for projects on the national system of interstate highways. However, the President in the budget submitted for the fiscal year ending June 30, 1951, at page M71, referred to the fact that all the Federal-aid funds thus far authorized had been apportioned to the States and that new authorizing legislation is required during the present session of the Congress. He, therefore, recommended that such legislation

provide an annual Federal-aid authorization for the next 2 years of \$500,000,000 and that within this total increased impetus should be placed upon the interstate highway system.

The legislatures of 45 States will meet in regular biennial session in 1951. This makes it imperative that Federal-aid funds for continuing the program of highway construction be authorized during this session of the Congress in order that funds for matching the Federal funds may be made available by the State legislatures that will be in session.

It was the view of the committee that it should recommend authorizations for continuing the highway program on substantially the same basis as set forth in the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), and the Federal-Aid Highway Act of 1948, approved June 29, 1948 (62 Stat. 1105), and without substantive change in the provisions of said acts. The 1944 act carried authorizations for the three postwar fiscal years of 1946, 1947, and 1948 at the rate of \$500,000,000 a year, divided as follows:

- (a) \$225,000,000 for projects on the Federal-aid primary highway system.
- (b) \$150,000,000 for projects on the Federal-aid secondary highway system.
- (c) \$125,000,000 for projects on the Federal-aid highway system in urban areas.

The Federal-Aid Highway Act of 1948 carried authorizations of \$450,000,000 for each of the fiscal years ending June 30, 1950, and 1951. The sum authorized for each fiscal year was required to be divided on the basis of percentages which resulted in the following specific amounts:

- (a) \$202,500,000 for projects on the Federal-aid primary highway system.
- (b) \$135,000,000 for projects on the Federal-aid secondary highway system.
- (c) \$112,500,000 for projects on the Federal-aid highway system in urban areas.

The reports of the committee in recommending the Federal-Aid Highway Act of 1944 (Rept. No. 1597, 78th Cong., 2d sess.) and the Federal-Aid Highway Act of 1948 (Rept. No. 1594, 80th Cong., 2d sess.) apply with equal force in establishing the necessity for continuing, and even enlarging, the highway program. Further support, however, is found in a number of factors, particularly the phenomenal increase that has continued in the number of motor vehicles registered throughout the States. According to the best evidence now available, the total number of motor vehicles registered during the year 1949, including those publicly owned, will approximate the all-time record of 44,350,000. All of these vehicles moving upon the public highways generate traffic of such volume and create such hazards that the record of accidents and resulting deaths or injuries to persons and destruction of property is appalling.

H. R. 7941 proposes to authorize \$500,000,000 for each of the fiscal years ending June 30, 1952 and 1953, which is the same amount authorized for each of the fiscal years for which authorizations were made by the Federal-Aid Highway Act of 1944. The funds authorized will be apportioned among the States under the formulas prescribed, and with the same division among the three categories of projects provided, in the 1944 act. It also proposes to authorize the addi-

tional sum of \$70,000,000 for each of said fiscal years for expenditure on the national system of interstate highways designated in accordance with the provisions of section 7 of the 1944 act.

In addition to the authorizations for the Federal-aid program, the bill continues the authorizations for work in the national forests, the national parks and monuments, parkways, and roads on Indian reservations, in substantially the same amounts as authorized in the 1944 act.

The provisions and purposes of the bill are more particularly set forth below.

AUTHORIZATION OF APPROPRIATIONS

Section 1 of the bill authorizes the appropriation of \$500,000,000 for each of the fiscal years ending June 30, 1952, and 1953. It divides the amount authorized for each of said fiscal years into three categories; namely, \$225,000,000 for projects on the Federal-aid primary highway system, \$150,000,000 for projects on the Federal-aid secondary highway system as set forth in paragraph (b) of section 3 of the Federal-Aid Highway Act of 1944, as amended and supplemented by the Federal-Aid Highway Act of 1948, and \$125,000,000 for projects on the Federal-aid highway system in urban areas. It provides that said sums, respectively, for each fiscal year shall be apportioned among the several States in the manner now provided by law and in accordance with the formulas set forth in section 4 of the Federal-Aid Highway Act of 1944. However, the provision in section 4 (b) of the Federal-Aid Highway Act of 1944, respecting the apportionment of the funds authorized by said act for secondary and feeder roads, requires that the population shown by the Federal census of 1940 shall be used. Since it is possible that population figures from the Federal census of 1950 which is now being taken may be available by the time the first apportionment under the bill is made, provision has been inserted in section 1 that the census figures used shall be those shown by the latest available Federal census. This change makes the population figures that shall be used in apportioning funds for secondary roads the same as those required by section 4 (c) of the Federal-Aid Highway Act of 1944 with respect to the apportionment of the funds therein provided for urban areas; that is, those shown by the latest available Federal census.

In addition to the foregoing, section 2 (a) of the bill would authorize the appropriation of the additional sum of \$70,000,000 for each of the fiscal years 1952 and 1953 for expediting the construction, reconstruction, and improvement of the national system of interstate highways. This is the first instance in which Congress has recognized the national system of interstate highways by authorizing an appropriation for expenditure exclusively on said system. This subsection provides that the sum authorized for each fiscal year shall be apportioned among the States in the ratio which the population of each State bears to the total population of all the States, as shown by the latest available Federal census, but that no State shall receive less than three-fourths of 1 percent of the sum apportioned for each fiscal year. It further provides that any State may use its apportionment of any funds now or hereafter authorized for expenditure solely on the national system of interstate highways either to finance projects on said system on the regular matching basis, or to increase the Federal payment by

one-half of the State's pro rata of the cost of any such project financed on the regular matching basis from Federal primary or urban funds. In other words, in a State in which the Federal pro rata is 50 percent, it would make it possible to finance a project on a 50-50 basis with regular primary or urban funds and to increase the Federal share above the 50 percent pro rata by as much as one-half of the State's 50 percent.

Subsection (b) of section 2 provides that any State that may issue bonds and use the proceeds thereof for the construction of toll-free facilities in order to accelerate the improvement of the national system of interstate highways may apply any part of its apportionment of the funds now or hereafter authorized for expenditure on said system of highways for retiring the annual maturities of the principal indebtedness of such bonds. However, the facility constructed with the proceeds of such bonds would have to be constructed in accordance with plans and specifications approved in advance by the Commissioner of Public Roads. A further safeguard is provided by requiring that payments to any State pursuant to this subsection shall be made exclusively from the State's apportionments of funds authorized for expenditure on such system of highways, and that the provision for such payments authorized by this subsection shall not be construed as a commitment or obligation on the part of the United States to provide such funds.

The approximate amounts which each State would receive of the sums authorized by sections 1 and 2 of the bill have been computed by the Bureau of Public Roads and are shown in a table furnished to the committee. These amounts were computed on the basis of present-day population totals estimated by the Bureau of the Census, on the assumption that it is possible that the 1950 census figures will be available by the time the apportionments are made. If, however, the 1950 population figures should not be available, then the figures shown by the 1940 Federal census would have to be used and the amounts shown for the respective States would necessarily be changed from those shown in the table. The table is as follows:

Approximate apportionment of Federal-aid highway funds, pursuant to H. R. 7941¹

State	Interstate system (\$70,000,000)	Primary (\$225,000,000)	Secondary (\$150,000,000)	Urban (\$125,000,000)	Subtotal— primary, secondary, and urban (\$500,000,000)	Total (\$570,000,000)
Alabama.....	\$1,246,000	\$4,605,000	\$3,620,000	\$1,160,000	\$9,385,000	\$10,631,000
Arizona.....	505,000	3,291,000	2,365,000	338,000	5,984,000	6,439,000
Arkansas.....	838,000	3,711,000	2,958,000	486,000	7,155,000	7,993,000
California.....	4,551,000	10,273,000	5,734,000	10,830,000	26,837,000	31,388,000
Colorado.....	519,000	3,948,000	2,661,000	872,000	7,481,000	8,000,000
Connecticut.....	862,000	1,421,000	784,000	2,660,000	4,865,000	5,727,000
Delaware.....	505,000	1,083,000	722,000	205,000	2,010,000	2,515,000
Florida.....	1,064,000	3,392,000	2,284,000	1,816,000	7,492,000	8,556,000
Georgia.....	1,364,000	5,419,000	4,117,000	1,433,000	10,969,000	12,333,000
Idaho.....	505,000	2,746,000	1,924,000	206,000	4,876,000	5,381,000
Illinois.....	3,605,000	8,442,000	4,587,000	8,788,000	21,817,000	25,422,000
Indiana.....	1,704,000	5,325,000	3,587,000	3,084,000	11,996,000	13,700,000
Iowa.....	1,128,000	5,354,000	3,826,000	1,432,000	10,612,000	11,740,000
Kansas.....	831,000	5,466,000	3,843,000	1,034,000	10,343,000	11,174,000
Kentucky.....	1,235,000	4,040,000	3,247,000	1,141,000	8,428,000	9,663,000
Louisiana.....	1,122,000	3,372,000	2,531,000	1,472,000	7,375,000	8,497,000
Maine.....	505,000	1,886,000	1,360,000	520,000	3,766,000	4,271,000
Maryland.....	928,000	1,872,000	1,204,000	1,846,000	4,922,000	5,850,000
Massachusetts.....	2,011,000	2,832,000	772,000	6,231,000	9,838,000	11,849,000
Michigan.....	2,711,000	6,925,000	4,191,000	5,934,000	17,047,000	19,758,000
Minnesota.....	1,271,000	5,856,000	4,042,000	2,031,000	11,929,000	13,200,000

See footnote at end of table, p. 5.

Approximate apportionment of Federal-aid highway funds, pursuant to H. R. 7941—Continued

State	Interstate system (\$70,000,000)	Primary (\$225,000,000)	Secondary (\$150,000,000)	Urban (\$125,000,000)	Subtotal—primary, secondary, and urban (\$500,000,000)	Total (\$570,000,000)
Mississippi.....	\$909,000	\$3,923,000	\$3,175,000	\$505,000	\$7,603,000	\$8,512,000
Missouri.....	1,679,000	6,408,000	4,399,000	2,829,000	13,636,000	15,315,000
Montana.....	505,000	4,450,000	3,029,000	247,000	7,726,000	8,231,000
Nebraska.....	549,000	4,289,000	3,015,000	660,000	7,964,000	8,513,000
Nevada.....	505,000	2,871,000	1,931,000	83,000	4,885,000	5,390,000
New Hampshire.....	505,000	1,083,000	722,000	454,000	2,259,000	2,764,000
New Jersey.....	2,080,000	2,911,000	1,061,000	5,593,000	9,565,000	11,645,000
New Mexico.....	505,000	3,585,000	2,483,000	246,000	6,314,000	6,819,000
New York.....	6,141,000	10,295,000	4,134,000	17,314,000	31,743,000	37,884,000
North Carolina.....	1,649,000	5,339,000	4,370,000	1,394,000	11,103,000	12,752,000
North Dakota.....	505,000	3,220,000	2,298,000	175,000	5,693,000	6,198,000
Ohio.....	3,499,000	7,797,000	4,605,000	7,531,000	19,933,000	23,342,000
Oklahoma.....	982,000	4,831,000	3,529,000	1,147,000	9,507,000	10,489,000
Oregon.....	741,000	3,932,000	2,714,000	1,115,000	7,761,000	8,502,000
Pennsylvania.....	4,537,000	8,797,000	5,096,000	9,755,000	23,648,000	28,185,000
Rhode Island.....	505,000	1,083,000	722,000	1,011,000	2,816,000	3,321,000
South Carolina.....	854,000	2,955,000	2,429,000	595,000	5,979,000	6,833,000
South Dakota.....	505,000	3,419,000	2,424,000	194,000	6,037,000	6,542,000
Tennessee.....	1,380,000	4,717,000	3,638,000	1,526,000	9,881,000	11,261,000
Texas.....	3,214,000	14,227,000	10,074,000	4,527,000	28,828,000	32,042,000
Utah.....	505,000	2,545,000	1,698,000	465,000	4,708,000	5,213,000
Vermont.....	505,000	1,083,000	722,000	188,000	1,993,000	2,498,000
Virginia.....	1,324,000	4,115,000	3,215,000	1,492,000	8,822,000	10,146,000
Washington.....	1,102,000	3,783,000	2,582,000	1,855,000	8,250,000	9,352,000
West Virginia.....	828,000	2,360,000	1,970,000	712,000	5,042,000	5,870,000
Wisconsin.....	1,432,000	5,236,000	3,559,000	2,451,000	11,246,000	12,678,000
Wyoming.....	505,000	2,746,000	1,865,000	130,000	4,741,000	5,246,000
Hawaii.....		1,083,000	722,000	428,000	2,233,000	2,233,000
District of Columbia.....	505,000	1,083,000	722,000	1,299,000	3,104,000	3,609,000
Puerto Rico.....		1,137,000	1,173,000	843,000	3,153,000	3,153,000

¹ The population factors used in computing these apportionments were based on 1949 Census Bureau estimates of total population (1948 estimates for Hawaii and Puerto Rico), and on 1940 ratios of rural and urban population to total population. The area factor used was based on 1940 census data, and the factor for mileage of rural delivery and star routes was based on 1949 data. The apportionments are subject to revision upon availability of 1950 data for population, area, and mileage of rural delivery and star routes.

PERIOD OF AVAILABILITY

Section 1 of the bill provides that the sums apportioned to each State under the provisions of said section and under the provisions of section 2 shall be available for expenditure for two fiscal years after the close of the fiscal year for which such sums are authorized and that any amount so apportioned remaining unexpended at the end of such period shall lapse. It provides further that such sums shall be deemed to have been expended if a sum equal to the total of the sums apportioned to the State for such fiscal year is covered by formal agreements with the Commissioner of Public Roads for the improvement of specific projects. Any money not expended within the period provided by the law, therefore, would lapse and would be covered back into the Treasury. These provisions are identical with those respecting the period of availability of the funds authorized by the Federal-Aid Highway Act of 1948.

FOREST HIGHWAYS AND FOREST DEVELOPMENT ROADS AND TRAILS

Section 3 of the bill authorizes an appropriation of \$20,000,000 for forest highways for each of the fiscal years ending June 30, 1952 and 1953. This is the same amount that was authorized for forest highways by the Federal-Aid Highway Act of 1948 but is \$5,000,000 less than was authorized by the Federal-Aid Highway Act of 1944. It

also authorizes appropriations of \$17,500,000 for forest development roads and trails for each of the fiscal years ending June 30, 1952 and 1953, which is identical with the amount authorized for this class of roads by the Federal-Aid Highway Act of 1948.

The bill, however, does not make the appropriations for forest highways subject to the provisions of section 9 of the Federal-Aid Highway Act of 1944 which limits the apportionment for forest highways in Alaska to \$1,500,000 for each year and provides that such additional amount as otherwise would be apportioned to Alaska for each year shall be apportioned among those States, including Puerto Rico, whose forest highway apportionments for such year otherwise would be less than 1 percent of the entire apportionment for that year. The deduction from Alaska's share on account of this provision for the fiscal year 1951 amounted to approximately \$250,000, which was prorated among 26 States and Puerto Rico. Omission of this limitation will provide slightly more funds that are urgently needed for the construction of forest highways in Alaska. The Federal Government is responsible for the maintenance of forest highways in Alaska. A total of 265 miles of such highways were maintained by the Federal Government in Alaska during the fiscal year 1949, which required the use of \$264,445 of the Territory's forest highway funds. The increased cost of maintenance and construction, together with the restrictive effect of the above-mentioned limitation, has served to reduce the volume of work that could be undertaken below the most urgently needed improvements. Removal of this restriction, therefore, will prove of great benefit to Alaska but will not seriously affect any of the States that share in the division of the amounts it denies to Alaska.

PARK ROADS AND TRAILS

Section 4 (a) provides an authorization of \$10,000,000 a year for each of the fiscal years ending June 30, 1952 and 1953, for roads, trails, and bridges in national parks and monuments and approach roads thereto, including areas authorized to be established as national parks and monuments. The sums authorized are the same same in amount as were authorized by section 4 (a) of the Federal-Aid Highway Act of 1948 for each of the fiscal years 1950 and 1951. The bill, however, contains a new provision that not more than \$4,000,000 of the sum authorized by this subsection for each fiscal year shall be used for maintenance of such roads and trails and that not more than \$1,000,000 shall be used for the construction of minor roads and trails. It also contains an additional new provision that hereafter appropriations for the construction, reconstruction, and improvement of such park and monument roads shall be administered in conformity with the regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce and that projects for the construction, reconstruction, and improvement of such park and monument roads shall be agreed upon jointly by the Secretary of the Interior and the Secretary of Commerce. This latter provision is similar to a provision contained for several years in the legislation with respect to appropriations for forest highways, and it was deemed desirable by the committee that appropriations for park and monument roads should be administered in the same manner.

NATIONAL PARKWAYS

Section 4 (b) would authorize \$13,000,000 for each of the fiscal years ending June 30, 1952, and 1953, for the construction and maintenance of parkways to give access to the national parks and monuments, or to become connecting sections of a national parkway plan, over lands to which title has been transferred to the United States. This is \$3,000,000 more per year than was authorized by the Federal-Aid Highway Acts of 1944 and 1948 for each year for which those acts made authorizations for parkways. This increase is due to the fact that new parkways have been acquired or added to the parkway system of the United States. The committee deemed it advisable to increase the amount to the extent proposed by the bill. This subsection provides that not more than \$500,000 of the sum authorized for each fiscal year shall be used for the maintenance of parkway roads and that not more than \$400,000 shall be used for the construction of minor roads and trails within parkway boundaries. It contains a further provision that hereafter appropriations for the construction of parkways shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce, and that projects for parkway construction shall be agreed upon jointly by the Secretary of the Interior and the Secretary of Commerce. These provisions were added for the reason stated in the preceding paragraph regarding park and monument roads.

Section 4 (c) would authorize \$6,000,000 for each of the fiscal years ending June 30, 1952, and 1953, for the construction, improvement, and maintenance of roads and bridges within Indian reservations and to provide access to Indian reservations and Indian lands in accordance with the provisions of the act of May 26, 1928 (45 Stat. 750). The sums authorized are the same in amount as were authorized for the same purpose by section 10 (c) of the Federal-Aid Highway Act of 1944 and by section 4 (c) of the Federal-Aid Highway Act of 1948.

Section 5 provides that all provisions of the Federal-Aid Highway Act of 1944 (58 Stat. 838), and of the Federal-Aid Highway Act of 1948 (62 Stat. 1105), not inconsistent with the provision of the bill, shall remain in full force and effect.

Section 6 would amend section 14 of the Federal Highway Act approved November 9, 1921 (42 Stat. 212), which imposes upon each State the duty to maintain any highway within its boundaries after construction with the aid of Federal funds. It further provides that if the Secretary of Agriculture shall find that any such highway is not properly maintained, he shall notify the highway department of the State and if within 90 days after receipt of such notice said highway has not been put in proper condition of maintenance, approval of further projects in such State shall be withheld until such highway has been properly repaired. The existing law further authorizes the Secretary of Agriculture to go in and maintain a road found not to be properly maintained and to charge the cost thereof against the State's apportionment and refuse to approve further projects in such States until reimbursement is made of the amount expended for putting the road in proper maintenance. Upon reimbursement of such sum it would be reapportioned among all the States so that the State that neglected the maintenance of its roads would lose all of the sum reimbursed except its share under the

reapportionment. The pending bill would amend the existing law so that the maintenance will remain the responsibility of the States but the whole State will not be penalized in case a county or municipality should fail to maintain a road not by law under the jurisdiction of a State for maintenance. It would also eliminate the authority for Federal authorities to enter a State and actually perform the work of maintenance. The changes in this section regarding maintenance were recommended by the Bureau of Public Roads, the State highway officials, and numerous witnesses who appeared before the committee.

Section 7 would amend subsection (a) of section 5 of the Federal-Aid Highway Act of 1944 to increase the Federal share payable on account of the costs of rights-of-way from one-third to one-half of such costs. Evidence presented to the committee was to the effect that adoption of this amendment would facilitate and simplify the handling of vouchers that include right-of-way items on Federal-aid projects by making it unnecessary for the auditors to determine whether items that are closely related to both right-of-way and construction shall be classified as right-of-way costs or construction costs.

Section 8 would amend section 3 (a) of the Federal Highway Act of November 9, 1921, as amended by the act of February 20, 1931 (46 Stat. 1173), so as to authorize the Secretary of Commerce to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within national parks and monuments and to pay all or any part of the cost thereof from funds apportioned to the States under the Federal-aid road legislation in the same manner that has been authorized in Indian reservations ever since the approval of the Federal Highway Act of November 9, 1921.

Section 9 would authorize the use of not to exceed \$10,000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, as an emergency relief fund for the repair, restoration, or reconstruction of highways damaged or destroyed on the primary or secondary highway systems as a result of severe storms, floods, landslides, or other like catastrophes of nature. This is similar to authorizations made pursuant to the acts of June 18, 1934 (48 Stat. 993), June 8, 1938 (52 Stat. 633), and July 13, 1943 (57 Stat. 560).

Section 10 would authorize and direct the Commissioner of Public Roads to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies in this program to advance the cause of safety on the streets and highways. This is a new provision but was regarded by the committee as a very important one to give legislative sanction to participation in the action program of the President's Highway Safety Conference. Expenditures for this purpose would be limited by the section to not exceeding \$75,000 a year which would be payable out of the administrative funds of the Bureau of Public Roads.

Section 11 would authorize the Secretary of Commerce to delegate to the Commissioner of Public Roads any authority vested in him under the provisions of the bill.

Section 12 is a saving provision to the effect that if any section, subsection, or other provision of the bill, or the application to any person or circumstance, is held invalid, such invalidity shall not affect the validity of the remainder thereof.

Section 13 provides for the repeal of all acts or parts of acts inconsistent with the bill and that the bill shall take effect on its passage.

Section 14 provides that the act may be cited as the "Federal-Aid Highway Act of 1950."

CHANGES IN EXISTING LAW

In compliance with paragraph 2a of rule XIII of the Rules of the House of Representatives, changes in existing law proposed by the bill are shown in parallel columns as follows:

EXISTING LAW

SECTION 14, FEDERAL HIGHWAY ACT OF 1921

SEC. 14. That should any State fail to maintain any highway within its boundaries after construction or reconstruction under the provisions of this act, the Secretary of Agriculture shall then serve notice upon the State highway department of that fact, and if within ninety days after receipt of such notice said highway has not been placed in proper condition of maintenance, the Secretary of Agriculture shall proceed immediately to have such highway placed in a proper condition of maintenance and charge the cost thereof against the Federal funds allotted to such State, and shall refuse to approve any other project in such State, except as hereinafter provided.

Upon the reimbursement by the State of the amount expended by the Federal Government for such maintenance, said amount shall be paid into the Federal highway fund for reapportionment among all the States for the construction of roads under this act, and the Secretary of Agriculture shall then approve further projects submitted by the State as in this act provided.

Whenever it shall become necessary for the Secretary of Agriculture under the provisions of this act to place any highway in a proper condition of maintenance the Secretary of Agriculture shall contract with some responsible party or parties for doing such work: *Provided, however,* That in case he is not able to secure a satisfactory contract he may purchase, lease, hire, or otherwise obtain all necessary supplies, equipment, and labor, and may operate and maintain such motor and other equipment and facilities as in his judgment are necessary for the proper and efficient performance of his functions.

NEW LANGUAGE

SEC. 6. That section 14 of the Federal Highway Act, approved November 9, 1921 (42 Stat. 212), is hereby amended to read as follows:

"SEC. 14. It shall be the duty of the State to maintain any highway within its boundaries after construction under the provisions of this Act. If at any time the Commissioner of the Bureau of Public Roads shall find that any such highway in any State is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in a proper condition of maintenance, then the Commissioner of Public Roads shall withhold approval of further projects in such State until such highway has been restored to a proper condition of maintenance: *Provided,* That in any State wherein the highway department is without legal authority to maintain a highway so constructed as a secondary or an urban road project the highway department of such State shall enter into a formal agreement with the appropriate officials of the county or city in which such highway is located for its maintenance, and if at any time the Commissioner of Public Roads shall find that such highway is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in proper condition of maintenance then the Commissioner of Public Roads shall withhold approval of further secondary or urban road projects in such county or city until said highway shall have been placed in a proper condition of maintenance."

EXISTING LAW

NEW LANGUAGE

SECTION 5 (A), FEDERAL HIGHWAY ACT OF
1944

SEC. 5. (a) The Federal share payable on account of any project provided for by the funds made available under the foregoing provisions of this Act shall not exceed 50 per centum of the construction cost thereof other than costs of rights-of-way, and as to costs of rights-of-way shall not exceed one-third of such costs:

SEC. 7. That subsection (a) of section 5 of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), is hereby amended by increasing the Federal share payable on account of the costs of rights-of-way from "one-third" to not exceed "one-half" of such costs.

SECTION 3 (A), FEDERAL HIGHWAY ACT OF
1921

Amendment of February 20, 1931

SEC. 3a. The Secretary of Agriculture is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations, and to pay the amount assumed therefor from the funds allotted or apportioned under this act to the State wherein the reservation is located.

SEC. 8. Section 3a of the Federal Highway Act of November 9, 1921, as amended by the Act of February 20, 1931 (46 Stat. 1173), is hereby amended to read as follows:

"SEC. 3a. That the Secretary of Commerce is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior, and to pay the amount assumed therefor from the funds allotted or apportioned under this Act to the State wherein the reservations and national parks and monuments are located."

TEXT OF THE BILL

The bill as unanimously recommended by the committee is as follows:

[H. R. 7941, 81st Cong., 1st sess.]

A BILL To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purpose of carrying out the provisions of the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), and all Acts amendatory thereof and supplementary thereto, there is hereby authorized to be appropriated the sum of \$500,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953.

The sum herein authorized for each fiscal year shall be available for expenditure as follows:

- (a) \$225,000,000 for projects on the Federal-aid primary highway system.
 - (b) \$150,000,000 for projects on the Federal-aid secondary highway system as set forth in paragraph (b) of section 3 of the Federal-Aid Highway Act of 1944 (58 Stat. 838), as amended or supplemented by the Federal-Aid Highway Act of 1948 (62 Stat. 1105).
 - (c) \$125,000,000 for projects on the Federal-aid highway system in urban areas.
- The said sums, respectively, for any fiscal year, shall be apportioned among the several States in the manner now provided by law and in accordance with the formulas set forth in section 4 of the Federal-Aid Highway Act of 1944 approved December 20, 1944: *Provided*, That the census figures used in making said apportionments shall be those shown by the latest available Federal census.

Any sums apportioned to any State under the provisions of this section and under the provisions of section 2 hereof shall be available for expenditure in that State for two fiscal years after the close of the fiscal year for which such sums are authorized, and any amount so apportioned remaining unexpended at the end of such period shall lapse: *Provided*, That such funds for any fiscal year shall be deemed to have been expended if a sum equal to the total of the sums apportioned to the State for such fiscal year is covered by formal agreements with the Commissioner of Public Roads for the improvement of specific projects as provided by this Act.

Sec. 2. (a) For the purpose of expediting the construction, reconstruction, and improvement, inclusive of necessary bridges and tunnels, of the National System of Interstate Highways, designated in accordance with the provisions of section 7 of the Federal-Aid Highway Act of 1944 (58 Stat. 838), there is hereby authorized to be appropriated the additional sum of \$70,000,000 for the fiscal year ending June 30, 1952, and a like additional sum for the fiscal year ending June 30, 1953. The sum herein authorized for each fiscal year shall be apportioned among the several States in the ratio which the population of each State bears to the total population of all of the States as shown by the latest available Federal census: *Provided*, That no State shall receive less than three-fourths of 1 per centum of the sum authorized to be apportioned for each year under this subsection, and the sum apportioned to each State may be utilized to pay the Federal pro rata share now authorized by law on account of any project on the National System of Interstate Highways, or may be used to increase the Federal payment on account of any such project financed with Federal-aid primary or urban funds by one-half of the State's share of the cost thereof over and above the regular Federal pro rata now authorized in such State.

(b) Any State that shall issue bonds and use the proceeds of such bonds for the construction of toll-free facilities in order to accelerate the improvement of the National System of Interstate Highways may apply any portion of the funds herein, or hereafter, authorized for expenditure on said system of highways and apportioned to such State under the provisions of this section to aid in retirement of annual maturities of the principal indebtedness of such bonds to the extent that the proceeds of such bonds are actually expended in the construction of said system of highways: *Provided*, That payment of Federal funds on the principal indebtedness of such bonds shall be made only on account of any such facility that is constructed in accordance with plans and specifications approved in advance of construction by the Commissioner of Public Roads: *Provided further*, That payment of Federal funds pursuant to this subsection shall not exceed the pro rata basis authorized by subsection (a) of this section: *And provided further*, That payments to any State pursuant to this subsection shall be made exclusively from apportionments to such State from funds authorized by the Congress to be apportioned for expenditure on said system of highways and this subsection shall not be construed as a commitment or obligation on the part of the United States to provide such funds.

Sec. 3. For the purpose of carrying out the provisions of section 23 of the Federal Highway Act (42 Stat. 218), as amended and supplemented, there is hereby authorized to be appropriated (1) for forest highways the sum of \$20,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; and (2) for forest development roads and trails the sum of \$17,500,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That, immediately upon the passage of this Act, the appropriation herein authorized for forest highways for the fiscal year ending June 30, 1952, shall be apportioned by the Secretary of Commerce for expenditure in the several States, Alaska, and Puerto Rico, according to the area and value of the land owned by the Government within the national forests therein which the Secretary of Agriculture is hereby directed to determine and certify to him from such information, sources, and departments as the Secretary of Agriculture may deem most accurate, and hereafter, on or before January 1 next preceding the commencement of each succeeding fiscal year the Secretary of Commerce shall make like apportionment of the appropriation authorized for such fiscal year: *Provided further*, That the Commissioner of Public Roads may incur obligations, approve projects, and enter into contracts under the apportionment of such authorizations, and his action in so doing shall be deemed a contractual obligation of the Federal Government for the payment of the cost thereof: *Provided further*, That the appropriations made pursuant to authorizations heretofore, herein, and hereafter enacted for forest highways shall be considered available to the Commissioner of Public Roads for the purpose of discharging the obliga-

tions created hereunder in any State or Territory: *Provided further*, That the total expenditures on account of any State or Territory shall at no time exceed its authorized apportionment: *And provided further*, That appropriations for forest highways shall be administered in conformity with regulations jointly approved by the Secretary of Commerce and the Secretary of Agriculture.

SEC. 4. (a) For the construction, reconstruction, improvement, and maintenance of roads and trails, inclusive of necessary bridges, in national parks, monuments, and other areas administered by the National Park Service, including areas authorized to be established as national parks and monuments, and national park and monument approach roads authorized by the Act of January 31, 1931 (46 Stat. 1053), as amended, there is hereby authorized to be appropriated the sum of \$10,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That of the sum authorized by this subsection for each fiscal year not more than \$4,000,000 shall be used for the maintenance of such roads and trails and not more than \$1,000,000 shall be used for the construction of minor roads and trails: *Provided further*, That hereafter appropriations for the construction, reconstruction, and improvement of such park and monument roads shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce, and projects for the construction, reconstruction, and improvement of such park and monument roads shall be agreed upon jointly by the Secretary of the Interior and the Secretary of Commerce.

(b) For the construction and maintenance of parkways, to give access to national parks and national monuments, or to become connecting sections of a national parkway plan, over lands to which title has been transferred to the United States by the States or by private individuals, there is hereby authorized to be appropriated the sum of \$13,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That of the sum authorized by this subsection for each fiscal year not more than \$500,000 shall be used for the maintenance of parkway roads and not more than \$400,000 shall be used for the construction of minor roads and trails within parkway boundaries: *Provided further*, That hereafter appropriations for the construction of parkways shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce, and projects for parkway construction shall be agreed upon jointly by the Secretary of the Interior and the Secretary of Commerce.

(c) For the construction, improvement, and maintenance of Indian reservation roads and bridges and roads and bridges to provide access to Indian reservations and Indian lands under the provisions of the Act approved May 26, 1928 (45 Stat. 750), there is hereby authorized to be appropriated the sum of \$6,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That the location, type, and design of all roads and bridges constructed shall be approved by the Bureau of Public Roads before any expenditures are made thereon, and all such construction shall be under the general supervision of the Bureau of Public Roads.

SEC. 5. All provisions of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), and the provisions of the Federal-Aid Highway Act of 1948, approved June 29, 1948 (62 Stat. 1105), not inconsistent with this Act, shall remain in full force and effect.

SEC. 6. That section 14 of the Federal Highway Act, approved November 9, 1921 (42 Stat. 212), is hereby amended to read as follows:

"SEC. 14. It shall be the duty of the State to maintain any highway within its boundaries after construction under the provisions of this Act. If at any time the Commissioner of the Bureau of Public Roads shall find that any such highway in any State is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in a proper condition of maintenance, then the Commissioner of Public Roads shall withhold approval of further projects in such State until such highway has been restored to a proper condition of maintenance: *Provided*, That in any State wherein the highway department is without legal authority to maintain a highway so constructed as a secondary or an urban road project the highway department of such State shall enter into a formal agreement with the appropriate officials of the county or city in which such highway is located for its maintenance, and if at any time the Commissioner of Public Roads shall find that such highway is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway

has not been put in proper condition of maintenance then the Commissioner of Public Roads shall withhold approval of further secondary or urban road projects in such county or city until said highway shall have been placed in a proper condition of maintenance."

SEC. 7. That subsection (a) of section 5 of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), is hereby amended by increasing the Federal share payable on account of the costs of rights-of-way from "one-third" to not exceed "one-half" of such costs.

SEC. 8. Section 3a of the Federal Highway Act of November 9, 1921, as amended by the Act of February 20, 1931 (46 Stat. 1173), is hereby amended to read as follows:

"SEC. 3a. That the Secretary of Commerce is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior, and to pay the amount assumed therefor from the funds allotted or apportioned under this Act to the State wherein the reservations and national parks and monuments are located."

SEC. 9. Not to exceed \$10,000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, shall be available for expenditure by the Commissioner of Public Roads, in accordance with the provisions of the Federal Highway Act, as amended and supplemented, as an emergency relief fund, after receipt of an application therefor from the highway department of any State, in the repair or reconstruction of highways and bridges on the primary or secondary Federal-aid highway systems which he shall find have suffered serious damage as the result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States, and there is hereby authorized to be appropriated any sum or sums necessary to reimburse the funds so expended from time to time under the authority of this section: *Provided*, That no expenditures shall be made with respect to any such catastrophe in any State unless an emergency has been declared by the Governor of such State and concurred in by the Commissioner of Public Roads: *Provided further*, That the Federal share payable on account of any repair or reconstruction project provided for by funds made available under this section shall not exceed 50 per centum of the cost thereof.

SEC. 10. The Commissioner of Public Roads is authorized and directed to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies in this program to advance the cause of safety on the streets and highways: *Provided*, That not to exceed \$75,000 shall be expended annually for the purposes of this section.

SEC. 11. The Secretary is authorized to delegate to the Commissioner of Public Roads any authority vested in him by this Act.

SEC. 12. If any section, subsection, or other provision of this Act or the application thereof to any person or circumstance is held invalid, the remainder of this Act and the application of such section, subsection, or other provision to other persons or circumstances shall not be affected thereby.

SEC. 13. That all Acts or parts of Acts in any way inconsistent with the provisions of this Act are hereby repealed, and this Act shall take effect on its passage.

SEC. 14. This Act may be cited as the "Federal-Aid Highway Act of 1950".



Union Calendar No. 707

81ST CONGRESS
2D SESSION

H. R. 7941

[Report No. 1888]

IN THE HOUSE OF REPRESENTATIVES

MARCH 30, 1950

Mr. WHITTINGTON introduced the following bill; which was referred to the Committee on Public Works

APRIL 5, 1950

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

A BILL

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That for the purpose of carrying out the provisions of the
4 Federal-Aid Road Act approved July 11, 1916 (39 Stat.
5 355), and all Acts amendatory thereof and supplementary
6 thereto, there is hereby authorized to be appropriated the
7 sum of \$500,000,000 for the fiscal year ending June 30,
8 1952, and a like sum for the fiscal year ending June 30,
9 1953.

1 The sum herein authorized for each fiscal year shall be
2 available for expenditure as follows:

3 (a) \$225,000,000 for projects on the Federal-aid pri-
4 mary highway system.

5 (b) \$150,000,000 for projects on the Federal-aid
6 secondary highway system as set forth in paragraph (b) of
7 section 3 of the Federal-Aid Highway Act of 1944 (58
8 Stat. 838), as amended or supplemented by the Federal-
9 Aid Highway Act of 1948 (62 Stat. 1105).

10 (c) \$125,000,000 for projects on the Federal-aid high-
11 way system in urban areas.

12 The said sums, respectively, for any fiscal year, shall be
13 apportioned among the several States in the manner now
14 provided by law and in accordance with the formulas set
15 forth in section 4 of the Federal-Aid Highway Act of 1944
16 approved December 20, 1944: *Provided*, That the census
17 figures used in making said apportionments shall be those
18 shown by the latest available Federal census.

19 Any sums apportioned to any State under the provisions
20 of this section and under the provisions of section 2 hereof
21 shall be available for expenditure in that State for two fiscal
22 years after the close of the fiscal year for which such sums
23 are authorized, and any amount so apportioned remaining
24 unexpended at the end of such period shall lapse: *Provided*,
25 That such funds for any fiscal year shall be deemed to have

1 been expended if a sum equal to the total of the sums ap-
2 portioned to the State for such fiscal year is covered by
3 formal agreements with the Commissioner of Public Roads
4 for the improvement of specific projects as provided by
5 this Act.

6 SEC. 2: (a) For the purpose of expediting the construc-
7 tion, reconstruction, and improvement, inclusive of necessary
8 bridges and tunnels, of the National System of Interstate
9 Highways, designated in accordance with the provisions of
10 section 7 of the Federal-Aid Highway Act of 1944 (58
11 Stat. 838), there is hereby authorized to be appropriated
12 the additional sum of \$70,000,000 for the fiscal year ending
13 June 30, 1952, and a like additional sum for the fiscal year
14 ending June 30, 1953. The sum herein authorized for each
15 fiscal year shall be apportioned among the several States in
16 the ratio which the population of each State bears to the
17 total population of all of the States as shown by the latest
18 available Federal census: *Provided*, That no State shall
19 receive less than three-fourths of 1 per centum of the sum
20 authorized to be apportioned for each year under this sub-
21 section, and the sum apportioned to each State may be
22 utilized to pay the Federal pro rata share now authorized
23 by law on account of any project on the National System
24 of Interstate Highways, or may be used to increase the
25 Federal payment on account of any such project financed

1 with Federal-aid primary or urban funds by one-half of
2 the State's share of the cost thereof over and above the
3 regular Federal pro rata now authorized in such State.

4 (b) Any State that shall issue bonds and use the pro-
5 ceeds of such bonds for the construction of toll-free facilities
6 in order to accelerate the improvement of the National
7 System of Interstate Highways may apply any portion of
8 the funds herein, or hereafter, authorized for expenditure on
9 said system of highways and apportioned to such State under
10 the provisions of this section to aid in retirement of annual
11 maturities of the principal indebtedness of such bonds to the
12 extent that the proceeds of such bonds are actually expended
13 in the construction of said system of highways: *Provided*,
14 That payment of Federal funds on the principal indebtedness
15 of such bonds shall be made only on account of any such
16 facility that is constructed in accordance with plans and
17 specifications approved in advance of construction by the
18 Commissioner of Public Roads: *Provided further*, That pay-
19 ment of Federal funds pursuant to this subsection shall not
20 exceed the pro rata basis authorized by subsection (a) of
21 this section: *And provided further*, That payments to any
22 State pursuant to this subsection shall be made exclusively
23 from apportionments to such State from funds authorized by
24 the Congress to be apportioned for expenditure on said sys-
25 tem of highways and this subsection shall not be construed

1 as a commitment or obligation on the part of the United
2 States to provide such funds.

3 SEC. 3. For the purpose of carrying out the provisions
4 of section 23 of the Federal Highway Act (42 Stat. 218),
5 as amended and supplemented, there is hereby authorized to
6 be appropriated (1) for forest highways the sum of \$20,-
7 000,000 for the fiscal year ending June 30, 1952, and a like
8 sum for the fiscal year ending June 30, 1953; and (2) for
9 forest development roads and trails the sum of \$17,500,000
10 for the fiscal year ending June 30, 1952, and a like sum
11 for the fiscal year ending June 30, 1953: *Provided*, That,
12 immediately upon the passage of this Act, the appropriation
13 herein authorized for forest highways for the fiscal year
14 ending June 30, 1952, shall be apportioned by the Secretary
15 of Commerce for expenditure in the several States, Alaska,
16 and Puerto Rico, according to the area and value of the land
17 owned by the Government within the national forests therein
18 which the Secretary of Agriculture is hereby directed to
19 determine and certify to him from such information, sources,
20 and departments as the Secretary of Agriculture may deem
21 most accurate, and hereafter, on or before January 1 next
22 preceding the commencement of each succeeding fiscal year
23 the Secretary of Commerce shall make like apportionment
24 of the appropriation authorized for such fiscal year: *Provided*
25 *further*, That the Commissioner of Public Roads may incur

1 obligations, approve projects, and enter into contracts under
2 the apportionment of such authorizations, and his action in
3 so doing shall be deemed a contractual obligation of the
4 Federal Government for the payment of the cost thereof:
5 *Provided further*, That the appropriations made pursuant to
6 authorizations heretofore, herein, and hereafter enacted for
7 forest highways shall be considered available to the Com-
8 missioner of Public Roads for the purpose of discharging
9 the obligations created hereunder in any State or Territory:
10 *Provided further*, That the total expenditures on account of
11 any State or Territory shall at no time exceed its authorized
12 apportionment: *And provided further*, That appropriations
13 for forest highways shall be administered in conformity with
14 regulations jointly approved by the Secretary of Commerce
15 and the Secretary of Agriculture.

16 SEC. 4. (a) For the construction, reconstruction, im-
17 provement, and maintenance of roads and trails, inclusive
18 of necessary bridges, in national parks, monuments, and
19 other areas administered by the National Park Service, in-
20 cluding areas authorized to be established as national parks
21 and monuments, and national park and monument approach
22 roads authorized by the Act of January 31, 1931 (46 Stat.
23 1053), as amended, there is hereby authorized to be ap-
24 propriated the sum of \$10,000,000 for the fiscal year ending
25 June 30, 1952, and a like sum for the fiscal year ending

1 June 30, 1953: *Provided*, That of the sum authorized by
2 this subsection for each fiscal year not more than \$4,000,000
3 shall be used for the maintenance of such roads and trails
4 and not more than \$1,000,000 shall be used for the con-
5 struction of minor roads and trails: *Provided further*, That
6 hereafter appropriations for the construction, reconstruction,
7 and improvement of such park and monument roads shall
8 be administered in conformity with regulations jointly ap-
9 proved by the Secretary of the Interior and the Secretary
10 of Commerce, and projects for the construction, reconstruc-
11 tion, and improvement of such park and monument roads
12 shall be agreed upon jointly by the Secretary of the Interior
13 and the Secretary of Commerce.

14 (b) For the construction and maintenance of parkways,
15 to give access to national parks and national monuments,
16 or to become connecting sections of a national parkway
17 plan, over lands to which title has been transferred to the
18 United States by the States or by private individuals, there
19 is hereby authorized to be appropriated the sum of
20 \$13,000,000 for the fiscal year ending June 30, 1952, and a
21 like sum for the fiscal year ending June 30, 1953: *Provided*,
22 That of the sum authorized by this subsection for each fiscal
23 year not more than \$500,000 shall be used for the mainte-
24 nance of parkway roads and not more than \$400,000 shall
25 be used for the construction of minor roads and trails within

1 parkway boundaries: *Provided further*, That hereafter ap-
2 propriations for the construction of parkways shall be
3 administered in conformity with regulations jointly approved
4 by the Secretary of the Interior and the Secretary of Com-
5 merce, and projects for parkway construction shall be agreed
6 upon jointly by the Secretary of the Interior and the Secre-
7 tary of Commerce.

8 (c) For the construction, improvement, and mainte-
9 nance of Indian reservation roads and bridges and roads
10 and bridges to provide access to Indian reservations and
11 Indian lands under the provisions of the Act approved May
12 26, 1928 (45 Stat. 750), there is hereby authorized to be
13 appropriated the sum of \$6,000,000 for the fiscal year ending
14 June 30, 1952, and a like sum for the fiscal year ending
15 June 30, 1953: *Provided*, That the location, type, and
16 design of all roads and bridges constructed shall be approved
17 by the Bureau of Public Roads before any expenditures are
18 made thereon, and all such construction shall be under the
19 general supervision of the Bureau of Public Roads.

20 SEC. 5. All provisions of the Federal-Aid Highway
21 Act of 1944, approved December 20, 1944 (58 Stat. 838),
22 and the provisions of the Federal-Aid Highway Act of
23 1948, approved June 29, 1948 (62 Stat. 1105), not incon-
24 sistent with this Act, shall remain in full force and effect.

25 SEC. 6. That section 14 of the Federal Highway Act,

1 approved November 9, 1921 (42 Stat. 212), is hereby
2 amended to read as follows:

3 "SEC. 14. It shall be the duty of the State to maintain
4 any highway within its boundaries after construction under
5 the provisions of this Act. If at any time the Commissioner
6 of the Bureau of Public Roads shall find that any such
7 highway in any State is not being properly maintained he
8 shall call such fact to the attention of the highway depart-
9 ment of such State and if within ninety days after receipt of
10 such notice said highway has not been put in a proper
11 condition of maintenance, then the Commissioner of Public
12 Roads shall withhold approval of further projects in such
13 State until such highway has been restored to a proper con-
14 dition of maintenance: *Provided*, That in any State wherein
15 the highway department is without legal authority to main-
16 tain a highway so constructed as a secondary or an urban
17 road project the highway department of such State shall
18 enter into a formal agreement with the appropriate officials
19 of the county or city in which such highway is located for
20 its maintenance, and if at any time the Commissioner of
21 Public Roads shall find that such highway is not being
22 properly maintained he shall call such fact to the attention
23 of the highway department of such State and if within ninety
24 days after receipt of such notice said highway has not been
25 put in proper condition of maintenance then the Commis-

1 sioner of Public Roads shall withhold approval of further
2 secondary or urban road projects in such county or city
3 until said highway shall have been placed in a proper
4 condition of maintenance.”

5 SEC. 7. That subsection (a) of section 5 of the Federal-
6 Aid Highway Act of 1944, approved December 20, 1944
7 (58 Stat. 838), is hereby amended by increasing the Federal
8 share payable on account of the costs of rights-of-way from
9 “one-third” to not exceed “one-half” of such costs.

10 SEC. 8. Section 3a of the Federal Highway Act of
11 November 9, 1921, as amended by the Act of February
12 20, 1931 (46 Stat. 1173), is hereby amended to read
13 as follows:

14 “SEC. 3a. That the Secretary of Commerce is authorized
15 to cooperate with the State highway departments and with
16 the Department of the Interior in the construction of public
17 highways within Indian reservations and national parks and
18 monuments under the jurisdiction of the Department of the
19 Interior, and to pay the amount assumed therefor from the
20 funds allotted or apportioned under this Act to the State
21 wherein the reservations and national parks and monuments
22 are located.”

23 SEC. 9. Not to exceed \$10,000,000 of any money here-
24 tofore or hereafter appropriated for expenditure in accord-
25 ance with the provisions of the Federal Highway Act, as

1 amended and supplemented, shall be available for expenditure
2 by the Commissioner of Public Roads, in accordance with
3 the provisions of the Federal Highway Act, as amended and
4 supplemented, as an emergency relief fund, after receipt of
5 an application therefor from the highway department of any
6 State, in the repair or reconstruction of highways and bridges
7 on the primary or secondary Federal-aid highway systems
8 which he shall find have suffered serious damage as the
9 result of disaster over a wide area, such as by floods, hurri-
10 canes, tidal waves, earthquakes, severe storms, landslides,
11 or other catastrophes in any part of the United States, and
12 there is hereby authorized to be appropriated any sum or
13 sums necessary to reimburse the funds so expended from
14 time to time under the authority of this section: *Provided*,
15 That no expenditures shall be made with respect to any
16 such catastrophe in any State unless an emergency has been
17 declared by the Governor of such State and concurred in
18 by the Commissioner of Public Roads: *Provided further*,
19 That the Federal share payable on account of any repair
20 or reconstruction project provided for by funds made avail-
21 able under this section shall not exceed 50 per centum of
22 the cost thereof.

23 SEC. 10. The Commissioner of Public Roads is author-
24 ized and directed to assist in carrying out the action program
25 of the President's Highway Safety Conference and to co-

1 operate with the State highway departments and other
2 agencies in this program to advance the cause of safety on
3 the streets and highways: *Provided*, That not to exceed
4 \$75,000 shall be expended annually for the purposes of this
5 section.

6 SEC. 11. The Secretary is authorized to delegate to the
7 Commissioner of Public Roads any authority vested in him
8 by this Act.

9 SEC. 12. If any section, subsection, or other provision
10 of this Act or the application thereof to any person or cir-
11 cumstance is held invalid, the remainder of this Act and the
12 application of such section, subsection, or other provision to
13 other persons or circumstances shall not be affected thereby.

14 SEC. 13. That all Acts or parts of Acts in any way in-
15 consistent with the provisions of this Act are hereby repealed,
16 and this Act shall take effect on its passage.

17 SEC. 14. This Act may be cited as the "Federal-Aid
18 Highway Act of 1950".

81ST CONGRESS
2^D SESSION

H. R. 7941

[Report No. 1888]

A BILL

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

By Mr. WITTINGTON

MARCH 30, 1950

Referred to the Committee on Public Works

APRIL 5, 1950

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

S. 3424

IN THE SENATE OF THE UNITED STATES

APRIL 14 (legislative day, MARCH 29), 1950

MR. CHAVEZ introduced the following bill; which was read twice and referred to the Committee on Public Works

A BILL

To amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That for the purpose of carrying out the provisions of the
4 Federal-Aid Road Act approved July 11, 1916 (39 Stat.
5 355), and all Acts amendatory thereof and supplementary
6 thereto, and for continuing the construction and reconstruc-
7 tion of highways in accordance with the provisions of the
8 Federal-Aid Highway Act of 1944 approved December 20,
9 1944 (58 Stat. 838), there is hereby authorized to be appro-
10 priated the sum of \$550,000,000 for the fiscal year ending

1 June 30, 1952, and a like sum for the fiscal year ending
2 June 30, 1953.

3 The sum herein authorized for each fiscal year shall be
4 available for expenditure as follows:

5 Forty-five per centum for projects on the Federal-aid
6 highway system.

7 Thirty per centum for projects as set forth in paragraph
8 (b) of section 3 of the Federal-Aid Highway Act of 1944
9 (58 Stat. 838).

10 Twenty-five per centum for projects on the Federal-aid
11 highway system in urban areas.

12 The said sums, respectively, for any fiscal year, shall be
13 apportioned among the several States in the manner now
14 provided by law and in accordance with the formulas set
15 forth in section 4 of the Federal-Aid Highway Act of 1944
16 approved December 20, 1944: *Provided*, That not more
17 than 25 per centum of the amount apportioned to any State
18 in any year for expenditure on the Federal-aid primary high-
19 way system or on the Federal-aid secondary highway system,
20 respectively, may be transferred from the Federal-aid primary
21 highway system for expenditure on the Federal-aid secondary
22 highway system or from the Federal-aid secondary highway
23 system for expenditure on the Federal-aid primary highway
24 system when such transfer is requested and certified as being
25 in the public interest by the State highway department and

1 is approved by the Commissioner of Public Roads: *Provided*
2 *further*, That such funds for any fiscal year, including any
3 funds authorized to be appropriated under this Act, shall be
4 deemed to have been expended if a sum equal to the total
5 of the sums apportioned to the State for such fiscal year is
6 covered by formal agreements with the Commissioner of
7 Public Roads for the improvement of specific projects as
8 provided by this Act.

9 SEC. 2. For the purpose of carrying out the provisions
10 of section 23 of the Federal Highway Act (42 Stat. 218),
11 as amended and supplemented, there is hereby authorized to
12 be appropriated (1) for forest highways the sum of \$25,-
13 000,000 for the fiscal year ending June 30, 1952, and a
14 like sum for the fiscal year ending June 30, 1953; and (2)
15 for forest development roads and trails the sum of \$20,000,-
16 000 for the fiscal year ending June 30, 1952, and a like sum
17 for the fiscal year ending June 30, 1953: *Provided*, That
18 immediately upon the passage of this Act the appropriation
19 herein authorized for forest highways for the fiscal year
20 ending June 30, 1952, shall be apportioned by the Secretary
21 of Commerce for expenditure in the several States, Alaska,
22 and Puerto Rico, according to the area and value of the land
23 owned by the Government within the national forests therein
24 which the Secretary of Agriculture is hereby directed to
25 determine and certify to him from such information, sources,

1 and departments as the Secretary of Agriculture may deem
2 most accurate, and hereafter, on or before January 1 next
3 preceding the commencement of each succeeding fiscal year
4 the Secretary of Commerce shall make like apportionment of
5 the appropriation authorized for such fiscal year: *Provided*
6 *further*, That the Commissioner of Public Roads may incur
7 obligations, approve projects, and enter into contracts under
8 the apportionment of such authorizations, and his action in
9 so doing shall be deemed a contractual obligation of the
10 Federal Government for the payment of the cost thereof:
11 *Provided further*, That the appropriations made pursuant
12 to authorizations heretofore, herein, and hereafter enacted
13 for forest highways shall be considered available to the
14 Commissioner of Public Roads for the purpose of discharg-
15 ing the obligations created hereunder in any State or Terri-
16 tory: *Provided further*, That the total expenditures on
17 account of any State or Territory shall at no time exceed its
18 authorized apportionment: *And provided further*, That
19 appropriations for forest highways shall be administered in
20 conformity with regulations jointly approved by the Secre-
21 tary of Commerce and the Secretary of Agriculture.

22 SEC. 3. (a) For the construction, reconstruction, im-
23 provement, and maintenance of roads and trails, inclusive
24 of necessary bridges, in national parks, monuments, and
25 other areas administered by the National Park Service,

1 including areas authorized to be established as national parks
2 and monuments, and national park and monument approach
3 roads authorized by the Act of January 31, 1931 (46 Stat.
4 1053), as amended, there is hereby authorized to be appro-
5 priated the sum of \$15,000,000 for the fiscal year ending
6 June 30, 1952, and a like sum for the fiscal year ending
7 June 30, 1953.

8 (b) For the construction and maintenance of park-
9 ways, to give access to national parks and national monu-
10 ments, or to become connecting sections of a national
11 parkway plan, over lands to which title has been transferred
12 to the United States by the States or by private individuals,
13 there is hereby authorized to be appropriated the sum of
14 \$15,000,000 for the fiscal year ending June 30, 1952, and
15 a like sum for the fiscal year ending June 30, 1953.

16 (c) For the construction, improvement, and mainte-
17 nance of Indian reservation roads and bridges and roads and
18 bridges to provide access to Indian reservations and Indian
19 lands under the provisions of the Act approved May 26, 1928
20 (45 Stat. 750), there is hereby authorized to be appro-
21 priated the sum of \$10,000,000 for the fiscal year ending
22 June 30, 1952, and a like sum for the fiscal year ending
23 June 30, 1953: *Provided*, That the location, type, and
24 design of all roads and bridges constructed shall be approved
25 by the Public Roads Administration before any expenditures

1 are made thereon, and all such construction shall be under
2 the general supervision of the Public Roads Administration.

3 SEC. 4. (a) For the purpose of expediting the construc-
4 tion, reconstruction, and improvement, inclusive of neces-
5 sary bridges and tunnels, of the National System of Inter-
6 state Highways, designated in accordance with the provisions
7 of section 7 of the Federal-Aid Highway Act of 1944 (58
8 Stat. 838), there is hereby authorized to be appropriated
9 the sum of \$100,000,000 for the fiscal year ending June
10 30, 1952, and a like sum for the fiscal year ending June
11 30, 1953. The sum herein authorized for each fiscal year
12 shall be apportioned among the several States in the manner
13 now provided by law.

14 (b) The Federal share payable on account of any
15 project provided by the funds made available under subsec-
16 tion (a) of this section shall not exceed 50 per centum of
17 the construction cost thereof including the costs of rights-
18 of-way: *Provided*, That in the case of any State containing
19 unappropriated and unreserved public lands and nontaxable
20 Indian lands, individual and tribal, exceeding 5 per centum
21 of the total area of all lands therein the Federal share shall
22 be increased by a percentage of the remaining cost equal
23 to the percentage that the area of all such lands in such
24 State is of its total area.

25 (c) Any State that shall issue bonds and use the pro-

1 ceeds of such bonds for the construction of toll-free facilities in
2 order to accelerate the improvement of the National System
3 of Interstate Highways may apply any portion of the funds
4 herein, or hereafter, authorized for expenditure on said
5 system of highways and apportioned to such State under
6 the provisions of this section to aid in retirement of annual
7 maturities of the principal indebtedness of such bonds to the
8 extent that the proceeds of such bonds are actually expended
9 in the construction of said system of highways: *Provided*,
10 That payment of Federal funds on the principal indebtedness
11 of such bonds shall be made only on account of any such
12 facility that is constructed in accordance with plans and
13 specifications approved in advance of construction by the
14 Commissioner of Public Roads: *Provided further*, That pay-
15 ment of Federal funds pursuant to this subsection shall not
16 exceed the pro rata basis authorized by subsection (b) of
17 this section: *And provided further*, That the obligation of
18 the United States to any State pursuant to this subsection
19 shall be limited to apportionments to such State from funds
20 authorized by the Congress to be apportioned for expenditure
21 on said system of highways.

22 SEC. 5. That section 14 of the Federal Highway Act,
23 approved November 9, 1921 (42 Stat. 212), is hereby
24 amended to read as follows:

25 “SEC. 14. It shall be the duty of the State to maintain

1 any highway within its boundaries after construction under
2 the provisions of this Act. If at any time the Commissioner
3 of the Bureau of Public Roads shall find that any such
4 highway in any State is not being properly maintained he
5 shall call such fact to the attention of the highway depart-
6 ment of such State and if within ninety days after receipt
7 of such notice said highway has not been put in a proper
8 condition of maintenance, then the Commissioner of Public
9 Roads shall withhold approval of further projects in such
10 State until such highway has been restored to a proper
11 condition of maintenance: *Provided*, That in any State
12 wherein the highway department is without legal authority
13 to maintain a highway so constructed as a secondary or an
14 urban road project the highway department of such State
15 shall enter into a formal agreement with the appropriate
16 officials of the county or city in which such highway is
17 located for its maintenance, and if at any time the Com-
18 missioner of Public Roads shall find that such highway is
19 not being properly maintained he shall call such fact to
20 the attention of the highway department of such State and
21 if within ninety days after receipt of such notice said high-
22 way has not been put in proper condition of maintenance
23 then the Commissioner of Public Roads shall withhold
24 approval of further secondary or urban road projects in

1 such county or city until said highway shall have been placed
2 in a proper condition of maintenance.”

3 SEC. 6. That subsection (a) of section 5 of the Federal-
4 Aid Highway Act of 1944, approved December 20, 1944
5 (58 Stat. 838), is hereby amended by increasing the Fed-
6 eral share payable on account of the costs of rights-of-way
7 from “one-third” to not exceed “one-half” of such costs.

8 SEC. 7. That not to exceed \$10,000,000 of any money
9 heretofore or hereafter appropriated for expenditure in ac-
10 cordance with the provisions of the Federal Highway Act,
11 as amended and supplemented, shall be available for ex-
12 penditure by the Commissioner of Public Roads, in accord-
13 ance with the provisions of the Federal Highway Act, as
14 amended and supplemented, as an emergency relief fund,
15 after receipt of an application therefor from the highway
16 department of any State, in the repair or reconstruction of
17 highways and bridges on the primary or secondary Federal-
18 aid highway systems, or on other important highways and
19 bridges without any limitation to system, which he shall
20 find have suffered serious damage as the result of disaster
21 over a wide area, such as by floods, hurricanes, tidal waves,
22 earthquakes, severe storms, landslides, or other catastrophes
23 in any part of the United States, and there is hereby author-

1 ized to be appropriated any sum or sums necessary to reim-
2 burse the funds so expended from time to time under the
3 authority of this section: *Provided*, That no expenditures
4 shall be made with respect to any such catastrophe in any
5 State unless an emergency has been declared by the Gov-
6 ernor of such State and concurred in by the Commissioner
7 of Public Roads: *Provided further*, That the Federal share
8 payable on account of any repair or reconstruction project
9 provided for by funds made available under this section shall
10 not exceed 50 per centum of the cost thereof.

11 SEC. 8. (a) Section 1 of the Act entitled "An Act
12 to provide for cooperation with Central American Republics
13 in the construction of the Inter-American Highway", ap-
14 proved December 26, 1941 (55 Stat. 860), is hereby
15 amended to read as follows:

16 "(b) There is hereby authorized to be appropriated,
17 in addition to the sums heretofore authorized, the sum of
18 \$8,000,000 for the fiscal year ending June 30, 1951, and
19 a like sum for each fiscal year thereafter up to and in-
20 cluding the fiscal year ending June 30, 1958, to be avail-
21 able until expended, to enable the United States to cooperate
22 with the Governments of the American Republics situated
23 in Central America—that is, with the Governments of the
24 Republics of Costa Rica, El Salvador, Guatemala, Hon-
25 duras, Nicaragua, and Panama—in the survey and con-

1 struction of the Inter-American Highway within the borders
2 of the aforesaid Republics, respectively. Not to exceed
3 \$3,000,000 of the appropriation hereinabove authorized for
4 each fiscal year may be expended without requiring the
5 country or countries in which such sums may be expended
6 to match any part thereof, if the Secretary of State shall
7 find that the cost of constructing said highway in such
8 country or countries will be beyond their reasonable capacity
9 to bear. The remainder of such authorized appropriations
10 shall be available for expenditure only when matched to
11 the extent required by this Act by the country in which such
12 expenditure may be made. Expenditures from the sums
13 available on a matching basis shall not be made for the
14 survey and construction of any portion of said highway
15 within the borders of any country named herein unless such
16 country shall provide and make available for expenditure
17 in conjunction therewith a sum equal to at least one-third
18 of the expenditures that may be incurred by that Govern-
19 ment and the United States on such portion of the highway.
20 All expenditures by the United States under the provisions
21 of this Act for material, equipment, and supplies shall,
22 whenever practicable, be made for products of the United
23 States or of the country in which such survey or construction
24 work is being carried on. No part of the appropriations
25 herein authorized shall be available for obligation or

1 expenditure for work on said highway in any cooperating
2 country unless the Government of said country shall have
3 assented to the provisions of this Act; shall have furnished
4 satisfactory assurances that it has an organization adequately
5 qualified to administer the functions required of such country
6 under the provisions hereof; and then only as such country
7 may submit requests, from time to time, for the construction
8 of any portion of the highway to standards adequate to
9 meet present and future traffic needs: *Provided*, That no
10 part of said appropriations shall be available for obligation
11 or expenditure in any such country until the Government
12 of that country shall have entered into an agreement with
13 the United States which shall provide, in part, that said
14 country—

15 “(1) will provide, without participation of funds
16 herein authorized, all necessary right-of-way for the
17 construction of said highway, which right-of-way shall
18 be of a minimum width of one hundred meters in rural
19 areas and fifty meters in municipalities and shall for-
20 ever be held inviolate as a part of the highway for
21 public use;

22 “(2) will not impose any highway toll, or permit
23 any such toll to be charged, for use by vehicles or
24 persons of any portion of said highway constructed
25 under the provisions of this Act;

1 “(3) will not levy or assess, directly or indirectly,
2 any fee, tax, or other charge for the use of said high-
3 way by vehicles or persons from the United States that
4 does not apply equally to vehicles or persons of such
5 country;

6 “(4) will continue to grant reciprocal recognition
7 of vehicle registration and drivers’ licenses in accord-
8 ance with the provisions of the Convention for the
9 Regulation of Inter-American Automotive Traffic,
10 which was opened for signature at the Pan American
11 Union in Washington on December 15, 1943, and to
12 which such country and the United States are parties;
13 and

14 “(5) will provide for the maintenance of said high-
15 way after its completion in condition adequately to
16 serve the needs of present and future traffic.”

17 SEC. 9. Recognizing the mutual benefits that will accrue
18 to the Republic of Nicaragua and to the United States from
19 the completion of the road from San Benito to Rama in said
20 Republic of Nicaragua, the construction of which road was
21 begun and partially completed pursuant to an agreement
22 between said Republic and the United States, there is hereby
23 authorized to be appropriated not to exceed \$8,000,000 for
24 completing the construction of such road. No expenditure

1 shall be made hereunder for the construction of said road
2 until a request therefor shall have been received by the Secre-
3 tary of State from the Government of the Republic of Nica-
4 ragua nor until an agreement shall have been entered into
5 by said Republic with the Secretary of State which shall
6 provide, in part, that said Republic—

7 (1) will provide, without participation of funds
8 herein authorized, all necessary right-of-way for the
9 construction of said highway, which right-of-way shall
10 be of a minimum width of one hundred meters in rural
11 areas and fifty meters in municipalities and shall forever
12 be held inviolate as a part of the highway for public
13 use;

14 (2) will not impose any highway toll, or permit
15 any such toll to be charged, for the use of said highway
16 by vehicles or persons;

17 (3) will not levy or assess, directly or indirectly,
18 any fee, tax, or other charge for the use of said road by
19 vehicles or persons from the United States that does not
20 apply equally to vehicles or persons of such Republic;

21 (4) will continue to grant reciprocal recognition of
22 vehicle registration and drivers' licenses in accordance
23 with the provisions of the Convention for the Regulation
24 of Inter-American Automotive Traffic, which was
25 opened for signature at the Pan American Union in

1 Washington on December 14, 1943, and to which such
2 Republic and the United States are parties; and

3 (5) will maintain said road after its completion
4 in proper condition adequately to serve the needs of
5 present and future traffic.

6 (b) The funds appropriated pursuant to this authoriza-
7 tion shall be available for expenditure in accordance with
8 the terms of this Act for the survey and construction of the
9 said road from San Benito to Rama in the Republic of
10 Nicaragua without being matched by said Republic, and
11 all expenditures made under the provisions of this Act for
12 materials, equipment, and supplies, shall, whenever prac-
13 ticable, be made for products of the United States or of
14 the Republic of Nicaragua.

15 SEC. 10. (a) The Territory of Alaska shall be entitled
16 to share in authorized or appropriated funds that may be-
17 come available after approval of this Act for appointment
18 under the Act entitled "An Act to provide that the United
19 States shall aid the States in the construction of rural post
20 roads, and for other purposes", approved July 11, 1916
21 (39 Stat. 355), and Acts amendatory thereof or supple-
22 mentary thereto, upon the same terms and conditions as the
23 several States and Hawaii and Puerto Rico, and such Terri-
24 tory shall be included in the calculations to determine the
25 basis of apportionment of such funds, except that one-half

1 only of the area of Alaska shall be used in the calculations to
2 determine the area factor in the apportionment of such funds,
3 and except that if the amount that would be apportioned
4 to the Territory of Alaska in accordance with the above out
5 of the appropriation authorized for any fiscal year is less
6 than \$7,500,000, there shall be apportioned to said Terri-
7 tory for such fiscal year the sum of \$7,500,000: *Provided*,
8 That the Territory of Alaska shall contribute funds each
9 fiscal year in an amount that shall be not less than 10 per
10 centum of the Federal funds apportioned to it for such fiscal
11 year, or not less than \$1,000,000 whichever shall be greater,
12 such contribution to be deposited in a special account in the
13 Federal Treasury for use in conjunction with the Federal
14 funds apportioned to the Territory: *Provided further*, That
15 appropriations based upon deposits in the Treasury to the
16 credit of the Alaska fund and allotted to the construction and
17 maintenance of wagon roads, bridges, and trails in the Terri-
18 tory of Alaska shall be credited as a part of the Territorial
19 contribution. The system or systems of roads on which
20 Federal-aid apportionments to the Territory of Alaska are
21 to be expended shall be determined and agreed upon by the
22 Governor of Alaska, the Territorial Highway Engineer of
23 Alaska, and the Commissioner of Public Roads, without
24 regard to the limitations contained in section 6 of the Federal
25 Highway Act (42 Stat. 212), as amended and supple-

1 mented, and may include appropriate connections at the
2 international boundary line with roads in the Dominion of
3 Canada, and may also include extensions within the Do-
4 minion of Canada where deemed necessary to provide a
5 connection with any existing road or roads in the Dominion
6 of Canada that will constitute a desirable international route
7 for highway travel between Alaska and points in Canada
8 and the United States and where an agreement, which is
9 hereby authorized, is entered into by the Governments of
10 the Dominion of Canada and the United States providing
11 for such extensions. The Federal funds apportioned to the
12 Territory of Alaska and the funds contributed by said Terri-
13 tory in accordance herewith may be expended by the
14 Commissioner of Public Roads either directly or in coopera-
15 tion with the Territorial Board of Road Commissioners of
16 Alaska, and may be so expended separately or in combina-
17 tion and without regard to the matching provisions of the
18 Federal Highway Act; and both such funds may be expended
19 for the maintenance of roads within the system or systems
20 of roads agreed upon under the same terms and conditions
21 as for the construction of such roads.

22 (b) Effective July 1, 1950, the functions, duties, and
23 authority pertaining to the construction, repair, and main-
24 tenance of roads, tramways, ferries, bridges, trails, and other
25 works in Alaska, conferred upon the Department of the

1 Interior and heretofore administered by the Secretary of
2 the Interior under the Act of June 30, 1932 (47 Stat. 446;
3 48 U. S. C., sec. 321a and the following), are hereby trans-
4 ferred to the Bureau of Public Roads, and thereafter shall be
5 administered by the Commissioner of Public Roads, or under
6 his direction, by such officer, or officers, as may be desig-
7 nated by him.

8 (c) There are hereby transferred to the Bureau of
9 Public Roads, to be employed and expended in connection
10 with the functions, duties, and authority transferred to said
11 Bureau by paragraph (a) hereof, all personnel employed in
12 connection with any such functions, duties, or authority, and
13 the unexpended balances of appropriations, allocations, or
14 other funds now available, or that hereafter may be made
15 available, for use in connection with such functions, duties,
16 or authority; and the Department of the Interior is directed
17 to turn over to the Commissioner of Public Roads all equip-
18 ment, materials, supplies, papers, maps, and documents, or
19 other property (real or personal, and including office equip-
20 ment and records) used or held in connection with such
21 functions, duties, and authority.

22 (d) The Secretary of the Interior and the Secretary of
23 Commerce shall take such steps as may be necessary or
24 appropriate to effect, as of July 1, 1950, the transfer from
25 the Department of the Interior to the Bureau of Public Roads

1 of the functions, duties, and authority, and the funds and
2 property as herein provided for.

3 (e) The Commissioner of Public Roads shall have
4 power, by order or regulation, to distribute the duties and
5 authority hereby transferred, and appropriations pertaining
6 thereto, as he may deem proper to accomplish the economical
7 and effective organization and administration thereof.

8 SEC. 11. (a) The Commissioner of Public Roads, with
9 the approval of the Secretary of Commerce, is authorized
10 to provide (1) for the construction, maintenance, and im-
11 provement of access roads (including bridges, tubes, and
12 tunnels thereon) to military and naval reservations, to de-
13 fense industries and defense-industry sites, and to the sources
14 of raw materials when such roads are certified to the Secre-
15 tary of Commerce as important to the national defense by
16 the Secretary for Air, Secretary of the Army, or the Secre-
17 tary of the Navy, (2) for the replacing of existing highways
18 and highway connections that are shut off from general
19 public use by necessary closures or restrictions at military
20 and naval reservations and defense-industry sites, and (3)
21 for such improvement and construction, within areas certified
22 to the Secretary of Commerce by the Secretary of the Army,
23 or the Secretary of the Navy, or by their authorized repre-
24 sentatives, as may be necessary to keep the roads therein,
25 which have been or may be used for training of the armed

1 forces, in suitable condition for such training purposes and
2 to repair the damage caused thereto by the operations of
3 men and equipment in such training. The acquisition of
4 new or additional rights-of-way necessary for the projects
5 herein authorized may be included as part of the construc-
6 tion costs of such projects. The cost of construction or
7 maintenance work performed on projects undertaken pur-
8 suant to the provisions of this Act may be paid in whole
9 or in part with Federal funds authorized for carrying out its
10 provisions, except that where such construction work is on
11 the Federal-aid primary system or on the Federal-aid sec-
12 ondary system not more than 25 per centum of the cost of
13 the work performed shall be paid from funds authorized
14 by this Act and 25 per centum shall be paid from funds
15 provided by the State or its subdivisions and the remainder
16 may be paid from Federal-aid funds apportioned to the State
17 for carrying out the provisions of the Federal Highway Act,
18 as amended and supplemented. The Commissioner with
19 the approval of the Secretary of Commerce is authorized to
20 enter into contracts in amounts not exceeding the total of
21 the sums authorized to be appropriated in section 2 of this
22 Act.

23 (b) If the Commissioner of Public Roads shall deter-
24 mine that it is necessary for the expeditious completion of
25 projects undertaken pursuant to this Act, he may advance

1 to any State from funds herein made available the Federal
2 share of the cost thereof to enable the State highway depart-
3 ment to make prompt payments for work as it progresses.
4 The funds so advanced shall be deposited in a special trust
5 account by the State treasurer, or other State official author-
6 ized under the laws of the State to receive Federal-aid
7 highway funds, to be disbursed solely upon vouchers ap-
8 proved by the State highway department for work actually
9 performed in accordance with plans, specifications, and
10 estimates approved by the Public Roads Administration
11 under the provisions of this Act. Any unexpended balances
12 of funds so advanced shall be returned to the credit of the
13 appropriation from which the funds have been advanced.

14 (c) There is hereby authorized to be appropriated the
15 sum of \$50,000,000, to remain available until expended for
16 the purpose of carrying out the provisions of this section.

17 SEC. 12. (a) There is hereby authorized the sum of
18 \$150,000,000 to be used in the administration of and the
19 carrying out of a construction program on "county" roads
20 under the supervision of and with the approval of the Bureau
21 of Public Roads. The term "county" roads as used in this
22 section shall include parish roads or any other road used
23 as a rural local road which is not presently on the secondary
24 road system in a State.

25 (b) The Secretary of Commerce shall make available

1 for allocation among the States the sum of \$148,000,000,
2 to be used during the two fiscal years beginning July 1,
3 1950, for the purposes of construction and the Secretary
4 of Commerce may use such portion of \$2,000,000 as is
5 necessary for administering the program of this section
6 through the Commissioner of the Bureau of Public Roads.

7 (c) The \$148,000,000 shall be allocated to the States,
8 and in turn to the counties or parishes of each State, on the
9 same formula presently employed for distribution of second-
10 ary road moneys to the States, and the Commissioner of the
11 Bureau of Public Roads shall advise the highway com-
12 mission of each State of the allocation by States and counties
13 or parishes six months before the beginning of each fiscal
14 year: *Provided*, That if any county or parish is unable to
15 participate, the funds apportioned to that county or parish
16 under (c) shall be distributed evenly to the remaining
17 participating counties with the approval of the State high-
18 way department of the State and the Commissioner of the
19 Bureau of Public Roads.

20 (d) No county or parish shall be eligible for participa-
21 tion in the benefits of this section unless it has in its employ
22 a county engineer: *Provided*, That two or more counties
23 may join cooperatively in employing a county engineer who
24 shall devote the major part of his activities to road activities:
25 *Provided further*, That the engineer so employed shall be

1 a competent road construction and maintenance engineer or
2 technician: *And provided further*, That not more than five
3 counties may join in the hiring of an engineer for partici-
4 pation in the benefits of this section.

5 (e) In the construction of roads under this section,
6 the Federal Government through the Commission of Public
7 Roads shall bear 40 per centum of the cost; the State
8 shall bear 25 per centum of the cost, and the county or
9 parish shall bear 35 per centum of the cost: *Provided*, That
10 the cost to the Federal Government shall not exceed \$4,000
11 per mile.

12 (f) The State highway commissions or State highway
13 engineer of the States shall in cooperation with the engineers
14 of the counties or parishes and the elected governing officials
15 of the counties or parishes determine reasonable and prac-
16 tical standards of construction which will provide for im-
17 proved rural roads and of economical construction. Such
18 standards shall be filed with the Bureau of Public Roads
19 by counties or parishes not less than six months before
20 the start of any fiscal year.

21 (g) The counties or parishes of the States shall enter
22 into formal agreement with the State highway departments
23 that the county or parish will maintain at its own cost
24 any roads built under terms of this section unless the State
25 elects to maintain said road. If the county or parish fails

1 to maintain a road built under this section, the Bureau of
2 Public Roads shall withhold further allocations to that
3 county or parish until the agreement is fulfilled to the
4 satisfaction of the State highway department and the Bureau
5 of Public Roads.

6 (h) Contracts for the construction of roads under this
7 section shall be by open, competitive, and advertised public
8 bids, and shall be awarded to the low and qualified bidder
9 by the State upon the approval of the Bureau of Public
10 Roads.

11 SEC. 13. (a) When in the proposed relocation or re-
12 alinement of any road or highway in which Federal funds
13 for construction will be used, it shall be the duty of the
14 Bureau of Public Roads to examine fully the economic
15 effect upon the city, town, or village which will be by-
16 passed by such realinement or relocation, and give due
17 consideration to such effect in the proposed realinement
18 or relocation before approving the State's proposal.

19 (b) The Bureau of Public Roads shall in cooperation
20 with the State give advance notice of not less than four weeks
21 to the city, town, or village by posting in the public places
22 such notice of intent to consider a realinement or relocation
23 and give in detail such proposed routing by maps or other
24 means which shall show clearly what is proposed. The
25 notices shall give a date in the city, town, or village and

1 location where a public hearing, to which any citizen may
2 attend and testify, shall be held by the Bureau of Public
3 Roads, and such record of hearing shall be made available
4 to the city, town, or village and another copy shall be
5 retained in the office of the Commissioner of the Bureau of
6 Public Roads in Washington, District of Columbia.

7 (c) The procedures required in (b) of this section shall
8 not be required, but may be held, where the proposed re-
9 alinement or relocation remains within the municipal or
10 town limits.

11 (d) The property owners, citizens, or interested mu-
12 nicipal or town or county officials, shall first be offered op-
13 portunity to provide the necessary right-of-way on the exist-
14 ing route before any realinement or relocation is made, and
15 if sufficient right-of-way is made available and there are not
16 other factors of major importance then no realinement or
17 relocation shall be made.

18 (e) The proposed realinement or relocation must have
19 the approval of the Governor of each State.

20 SEC. 14. The Secretary is authorized to delegate to the
21 Commissioner of Public Roads any authority vested in him
22 by this Act.

23 SEC. 15. If any section, subsection, or other provisions
24 of this Act or the application thereof to any person or cir-
25 cumstance is held invalid, the remainder of this Act and the

1 application of such section, subsection, or other provision to
2 other persons or circumstances shall not be affected thereby.

3 SEC. 16. That all acts or parts of acts in any way in-
4 consistent with the provisions of this Act are hereby re-
5 pealed, and this Act shall take effect on its passage.

6 SEC. 17. This Act may be cited as the "Federal-Aid
7 Highway Act of 1950".

A BILL

To amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

By Mr. CHAVEZ

APRIL 14 (legislative day, MARCH 29), 1950
Read twice and referred to the Committee on
Public Works



CONSIDERATION OF H. R. 7941

APRIL 28, 1950.—Referred to the House Calendar and ordered to be printed

Mr. SABATH, from the Committee on Rules, submitted the following

REPORT

[To accompany H. Res. 565]

The Committee on Rules, having had under consideration House Resolution 565, reports the same to the House with the recommendation that the resolution do pass.



House Calendar No. 193

81ST CONGRESS
2^D SESSION

H. RES. 565

[Report No. 1964]

IN THE HOUSE OF REPRESENTATIVES

APRIL 28, 1950

Mr. SABATH, from the Committee on Rules, reported the following resolution;
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That immediately upon the adoption of this
2 resolution it shall be in order to move that the House resolve
3 itself into the Committee of the Whole House on the State
4 of the Union for the consideration of the bill (H. R. 7941)
5 to amend and supplement the Federal-Aid Road Act, ap-
6 proved July 11, 1916 (39 Stat. 355), as amended and sup-
7 plemented, to authorize appropriations for continuing the
8 construction of highways, and for other purposes, and all
9 points of order against said bill are hereby waived. That
10 after general debate which shall be confined to the bill and
11 continue not to exceed two hours, to be equally divided and
12 controlled by the chairman and ranking minority member of

1 the Committee on Public Works, the bill shall be read for
2 amendment under the five-minute rule. At the conclusion
3 of the consideration of the bill for amendment, the Com-
4 mittee shall rise and report the bill to the House with such
5 amendments as may have been adopted and the previous
6 question shall be considered as ordered on the bill and
7 amendments thereto to final passage without intervening
8 motion except one motion to recommit.

RESOLUTION

Providing for the consideration of and waiving points of order against H. R. 7941, a bill to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

By Mr. SARATH

April 28, 1950

Referred to the House Calendar and ordered to be printed



in my opinion, are directly pertinent to plan No. 5:

The President and, under him, his chief lieutenants, the department heads, must be held responsible and accountable to the people and the Congress for the conduct of the executive branch.

Responsibility and accountability are impossible without authority—the power to direct. The exercise of authority is impossible without a clear line of command from the top to the bottom, and a return line of responsibility and accountability from the bottom to the top.

Any systematic effort to improve the organization and administration of the Government, therefore, must: * * * (2) Establish a clear line of control from the President to these department and agency heads and from them to their subordinates with correlative responsibility from these officials to the President, cutting through the barriers which have in many cases made bureaus and agencies partially independent of the Chief Executive.

(c) The line of authority from departmental heads through subordinates is often abridged by independent authorities granted to bureau or division heads, sometimes through congressional act or stipulations in appropriations. Department heads, in many instances, do not have authority commensurate with their responsibilities. Such bureau autonomy undermines the authority of both the President and the department head. There is, therefore, a lack of departmental integration in performing the department's major mission.

And in recommendation No. 18:

Each department head should receive from the Congress administrative authority to organize his department and to place him in control of its administration. * * * Each department head should determine the organization and be free to amend it.

In the report on the Department of Commerce, the Commission restated its position as follows:

We have urged in our first report that the foundation of good departmental administration is that the Secretary shall have authority from the Congress to organize and control his organization and that separate authority to subordinates be eliminated.

The Honorable Charles Sawyer, Secretary of Commerce, in a statement before the Committee on Expenditures in the Executive Departments of the House of Representatives, stated:

There is little that I can add to the words of this distinguished Commission except to say that my experience, both in business and as Secretary of Commerce, leads me to give my full support to the Commission's findings and recommendations on this subject. Reorganization Plan No. 5 is entirely consistent with these recommendations. Based upon my experience, it is difficult for me to believe that any business concern would give to subordinate officials authorities independent of the responsible head of the firm. Likewise, I do not believe that any business concern would be inclined to freeze organizational arrangements so as to make it impossible to adjust to changing conditions and new circumstances. There is no doubt in my mind that plan No. 5 is sound in theory and in practice. Only the most compelling evidence should be permitted to dilute or obstruct this plan. In my judgment, such evidence has not yet been presented.

The CHAIRMAN. Are there further requests for time? [After a pause.] The Chair hears none. The Clerk will read the resolution.

The Clerk read as follows:

Resolved, That the House of Representatives does not favor the Reorganization Plan No. 5 transmitted to Congress by the President on May 13, 1950.

Mr. DAWSON. Mr. Chairman, I move that the Committee do now rise and report the resolution (H. Res. 546) disapproving Reorganization Plan No. 5, back to the House with the recommendation that it be not agreed to.

The motion was agreed to.

Accordingly the Committee rose; and Mr. PRIEST having assumed the chair as Speaker pro tempore, Mr. GARY, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the resolution (H. Res. 546) disapproving Reorganization Plan No. 5, had directed him to report the same back to the House with the recommendation that it be not agreed to.

The SPEAKER pro tempore. The question is on the resolution.

The question was taken.

The SPEAKER pro tempore. In the opinion of the Chair, the resolution not having received the affirmative vote of a majority of the authorized membership of the House, the resolution is not agreed to.

So the resolution was rejected.

FEDERAL AID HIGHWAY ACT OF 1950

Mr. COX. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 565, and ask for its immediate consideration.

The Clerk read as follows:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, and all points of order against said bill are hereby waived. That after general debate which shall be confined to the bill and continue not to exceed 2 hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Public Works, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. COX. Mr. Speaker, I yield 30 minutes to the gentleman from New York [Mr. WADSWORTH] and at this time I yield myself 1 minute.

Mr. Speaker, this resolution provides for the consideration of the bill H. R. 7941, which is a highway bill. This is an important bill, but it is one in which there is unanimity of opinion on both sides of the aisle. It simply provides for an authorization of appropriation to carry on a road-building program which has been in effect for some years.

Mr. WADSWORTH. Mr. Speaker, I yield myself such time as I may desire.

Mr. Speaker, the gentleman from Georgia has already described the rule which is now before the House and the effect of its adoption in bringing up for consideration the bill H. R. 7941. It is not my intention to take up the time of the House at this moment except to say that, speaking personally, I have grave doubts as to the wisdom of committing the United States Government to such large expenditures in the future.

Mr. COX. Mr. Speaker, this bill is an important bill and does provide for an appropriation of an enormous sum of money, but it is an amount which probably is necessary for the carrying on of a program that has been outlined and it is for something we have been carrying on a long time.

Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The SPEAKER pro tempore. The question is on the resolution.

The resolution was agreed to.

(Mr. WHITTINGTON asked and was given permission to revise and extend the remarks he expects to make in Committee of the Whole on the bill H. R. 7941 and to include certain tables and other matter.)

Mr. WHITTINGTON. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 7491) to amend and supplement the Federal Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

Mr. HOFFMAN of Michigan. Mr. Speaker, if the gentleman will yield, are you going to vote on this bill tonight?

Mr. WHITTINGTON. There are 2 hours of general debate. As far as I am concerned, I am going to go along until the gentleman and the other leaders ask me to stop work for today. Personally I trust we may finish general debate, read the first section, and that the Committee will then rise.

Mr. HOFFMAN of Michigan. Some of the Members of the House want an opportunity to vote on the bill. We would like to know if it is to be taken up tomorrow or disposed of tonight.

Mr. WHITTINGTON. I have answered the gentleman as best I can. I am not trying to dodge or equivocate. There are 2 hours of general debate on the bill. I would assume that if we finish the general debate the House would like to complete the bill this evening, but I cannot make any positive statement to that effect at this time.

Mr. HOFFMAN of Michigan. May I inquire of the leadership whether the bill is to be voted on tonight?

Mr. WHITTINGTON. I do not see the gentleman from Massachusetts [Mr. MARTIN] or the gentleman from Massachusetts [Mr. MCCORMACK] on the floor at the moment, but I will endeavor to find out and inform the gentleman as soon as I can locate them, and ascertain their wishes.

Mr. HOFFMAN of Michigan. Mr. Speaker, I make the point of order that a quorum is not present, but I withhold

it until we find out if the bill will be voted on tonight.

The SPEAKER pro tempore. The Chair will count.

Mr. HOFFMAN of Michigan. Mr. Speaker, I withdraw my point of order for the present. I want a roll call on the bill, though, when the vote comes up.

The SPEAKER pro tempore. The question is on the motion offered by the gentleman from Mississippi.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H. R. 7941, with Mr. KARSTEN in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. WHITTINGTON. Mr. Chairman, I yield myself 25 minutes.

Mr. Chairman, a country without roads is a country which has never developed. Highways and progress have always gone hand in hand. Civilizations have advanced as highways have been constructed. The early roads of the United States were the roads of hope. They led the pioneers to new lands. They were the means of opening up new lands and extending civilization. In response to the need for transportation in the first 40 years of the Republic, Congress appropriated funds for a number of road projects. Thomas Jefferson early recognized the importance of roads. He stated that it was much more rational to spend public money for roads than for waging war. George Washington in 1785 in a letter to Patrick Henry said that the convenience of the country required that roads leading from one public place to another should be straightened and established by law. Appropriations were made for the Cumberland or National Road, and for roads for military and mail purposes. Travel was by coach, by canal, and by boat. The steamboat supplemented the stagecoach. With the advent of the railroads prior to the War Between the States, and with the expansion of railroads following that war, appropriations for Federal roads were discontinued. The stagecoach was supplanted by the passenger coach. The steamboat was supplanted by the passenger train. River traffic largely disappeared with the beginning of the twentieth century.

ONE HUNDRED YEARS

For almost 100 years there were no Federal appropriations for road construction. The roads were built and maintained by the States and counties, and the streets were constructed by the municipalities.

THE AUTOMOBILE

With the advent of the automobile in the beginning of the twentieth century better roads became imperative. Appropriations for experiments were made by Congress, and in 1912 Congress made a modest appropriation to construct a few roads as an example for State and local road building. Federal appropriations for roads, which were only small for about 40 years and then disappeared for almost 100 years, became a necessity when the motor vehicle was perfected. As Herbert Spencer said: "Progress,

therefore, is not an accident, but a necessity." Good roads became imperative. They are responsible for the development of the motor vehicle and for the industrial and agricultural progress of the country. The growth and development of the United States today depends on adequate roads and streets.

FEDERAL AID ROAD ACT OF 1916

The Federal Aid Road Act of 1916 was the beginning of the present system of Federal aid. It was amended and perfected in 1921. It made provision for Federal aid for primary roads. Construction costs were on a 50-50 basis. Authorizations have been passed for 2-year periods since.

EXPANSION

In 1934 and in 1936 the policy of Federal aid was expanded and extended to embrace secondary roads. Railway grade crossings were eliminated. As the production of motor cars increased, highway construction increased. It was stepped up in the 1930's and particularly during the depression of that decade. During World War II, except in aid of the war effort in the construction of defense highways and access highways, highway construction was materially reduced and in many cases highway construction was delayed.

FEDERAL AID HIGHWAY ACTS OF 1944 AND 1948

Before the end of hostilities in 1944 Congress made provision for the continued expansion of Federal aid for highways. The act of 1944 provided for continued aid to primary roads and it extended and largely increased aid for secondary roads. It provided for aid for urban areas. It provided for the continued elimination of railway grade crossings. For the first and only time authorizations were provided in the act of 1944 for each of the 3 years. On account of the increased cost of construction and the scarcity of material, construction was delayed. The act was amended to extend the time in which States could match Federal funds. The 1944 act provided for annual appropriations of \$500,000,000 for each of the 3 years and also provided for an interstate system of approximately 40,000 miles primarily on Federal and State highways connecting all of the States of the Union.

The act of 1948 continued provisions of the act of 1944 and authorized appropriations of \$450,000,000 for each of the two fiscal years, 1950 and 1951.

THE PENDING BILL

The Federal Aid Highway Act of 1950 now under consideration continues the main provisions of the acts of 1944 and 1948 and authorizes \$500,000,000 for primary, secondary, and urban roads for each of the fiscal years 1952 and 1953. Comprehensive hearings were conducted and are available to the membership. The bill was unanimously reported by the Committee on Public Works. The report on the bill is full and complete and contains a detailed description of the bill section by section with the approximate apportionment among the States pursuant to the provisions of the bill.

TWO YEARS

Existing authorizations expire with the fiscal year 1951, and the bill, as stated,

is for authorizations for the next two fiscal years in accordance with the policy that has obtained for more than 25 years of making authorizations every 2 years. Among other reasons for the passage of the pending bill is the fact that the legislatures of some 44 States of the Union convene in 1951 when provisions are made for matching Federal aid funds. The bill should be passed during the present session so that all of the States may be advised as to the program for the fiscal years 1952 and 1953, as the State legislatures must make provision for matching the Federal funds. The President in his budget message recommended \$500,000,000 Federal aid for each of the said 2 years.

GENERAL PROVISIONS

As was the case with the 1944 and 1948 acts, 45 percent of the \$500,000,000 annual authorization is for primary roads; 30 percent for secondary, feeder, or farm-to-market roads; and 25 percent for urban areas. All of the reasons for passing the acts of 1944 and 1948 apply with equal force for continuing and enlarging the highway program as provided in the pending bill. There is additional support for the authorization particularly on account of the phenomenal increase in the number of motor vehicles registered throughout all of the States. For 1949 the number of motor vehicles registered reached an all-time record of 44,350,000. The terms and provisions of the acts of 1944 and 1948 generally apply to the pending bill.

In addition to the \$500,000,000 the bill authorizes an additional sum of \$70,000,000 for each of said fiscal years for expenditure on the national system of interstate highways located on parts of the Federal aid highways designated in accordance with provisions of section 7 of the 1944 act. The bill also provides that any States that issue bonds for toll-free facilities to accelerate the improvements on the national system of interstate highways may apply for the funds apportioned to the States not to exceed the amounts apportioned to the States. The interstate system is in aid of national defense. The general public will benefit. Wider and better roads must be constructed.

There is a constructive provision in the bill that instead of penalizing the entire State for the failure of a county or other local subdivision to maintain the roads constructed with the Federal aid funds, the penalty will be confined only to the county or other legal subdivision.

The costs of rights-of-way especially in the urban areas and in the large centers of population have materially increased. The bill provides that the Federal share on account of the costs of rights-of-way shall therefore be increased from one-third not to exceed one-half.

Floods occur in some of the States every year. Federal aid highways, roads, and bridges are damaged. From time to time authorizations have been made for emergency relief funds in the repair or reconstruction of roads that have suffered serious damages from floods, hurricanes, tidal waves, earthquakes, severe storms, and other catastrophes. For

such emergency work \$10,000,000 is authorized to be appropriated.

There is a section in the bill to promote safety. The Commissioner of Public Roads is authorized and directed to assist in carrying out the program of the President's Highway Safety Conference and to cooperate with the State Highway Departments to advance the cause of safety on the streets and highways with a provision that not to exceed \$75,000 of the administrative funds of the Bureau of Public Roads, may be used to promote safety.

In addition to the authorizations for the Federal-aid program, the bill contains the authorizations for work in the national forests, national parks and monuments, parkways, and roads on Indian reservations in substantially the same amounts as authorized by the 1944 act.

The local interests are required to maintain all Federal-aid roads. The plans for the construction of roads, while approved by the Commissioner of Public Roads, are executed by the State Highway Departments. As provided by section 12 of the act of 1921 the Federal statute with respect to minimum wages and hours is applicable to highway construction. The forest highways, the park roads and trails, and the parkways are constructed by the Bureau of Public Roads, and all Federal laws with respect to construction including the Fair Labor Standards Act respecting hours and minimum wages, and including the Bacon-Davis act with respect to the prevailing wages are applicable to the Bureau of Public Roads. The Forest Service constructs the roads and trails in the national forests and the Department of the Interior constructs the Indian roads.

CONTRACT OBLIGATIONS

The bill continues the authority for contract obligations that have obtained in all previous authorizations. Such authority is essential and was first provided in order to prevent the accumulation of appropriations in the Federal Treasury. It has obtained as I recall ever since the Budgeting and Accounting Act was passed during the Harding administration. Such authority is essential to the sound administration of the program and prevents appropriations from being made until the funds are required for payment.

MATCHING

The States are required to match the funds generally on a 50-50 basis but in the public lands States because of the ownership of lands in those States by the Federal Government and because of non-taxable Indian lands as provided in the Federal Aid Highway Acts including section 11 of the act of 1921, section 4 of the act of 1925, and section 5 (a) of the act of 1944 for years, the Federal contribution is in excess of 50 percent.

Under leave to extend, I include the following percentage of Federal and State cost of Federal aid highway projects prepared by the Bureau of Public Roads:

Percentage of Federal and State cost of Federal-aid highway projects

State	Federal share	State share
Alabama.....	50.0	50.0
Arizona.....	71.66	28.34
Arkansas.....	50.0	50.0
California.....	58.33	41.67
Colorado.....	56.66	43.34
Connecticut.....	50.0	50.0
Delaware.....	50.0	50.0
Florida.....	50.0	50.0
Georgia.....	50.0	50.0
Idaho.....	62.59	37.41
Illinois.....	50.0	50.0
Indiana.....	50.0	50.0
Iowa.....	50.0	50.0
Kansas.....	50.0	50.0
Kentucky.....	50.0	50.0
Louisiana.....	50.0	50.0
Maine.....	50.0	50.0
Maryland.....	50.0	50.0
Massachusetts.....	50.0	50.0
Michigan.....	50.0	50.0
Minnesota.....	50.0	50.0
Mississippi.....	50.0	50.0
Missouri.....	50.0	50.0
Montana.....	57.06	42.94
Nebraska.....	50.0	50.0
Nevada.....	82.69	17.31
New Hampshire.....	50.0	50.0
New Jersey.....	50.0	50.0
New Mexico.....	63.80	36.20
New York.....	50.0	50.0
North Carolina.....	50.0	50.0

Percentage of Federal and State cost of Federal-aid highway projects—Con.

State	Federal share	State share
North Dakota.....	50.0	50.0
Ohio.....	50.0	50.0
Oklahoma.....	52.78	47.22
Oregon.....	62.04	37.96
Pennsylvania.....	50.0	50.0
Rhode Island.....	50.0	50.0
South Carolina.....	50.0	50.0
South Dakota.....	55.17	44.83
Tennessee.....	50.0	50.0
Texas.....	50.0	50.0
Utah.....	73.76	26.24
Vermont.....	50.0	50.0
Virginia.....	50.0	50.0
Washington.....	53.68	46.32
West Virginia.....	50.0	50.0
Wisconsin.....	50.0	50.0
Wyoming.....	64.98	35.02
District of Columbia.....	50.0	50.0
Hawaii.....	50.0	50.0

Also under leave to extend, I include the following apportionment of Federal aid highway funds to the States under the provisions of the bill for roads on the interstate system, for primary, secondary, and urban roads, to wit:

Approximate apportionment of Federal-aid highway funds, pursuant to H. R. 7941¹

State	Interstate system (\$70,000,000)	Primary (\$225,000,000)	Secondary (\$150,000,000)	Urban (\$125,000,000)	Subtotal— primary, secondary, and urban (\$550,000,000)	Total (\$570,000,000)
Alabama.....	\$1,246,000	\$4,605,000	\$3,620,000	\$1,160,000	\$9,385,000	\$10,631,000
Arizona.....	505,000	3,291,000	2,305,000	338,000	5,934,000	6,439,000
Arkansas.....	838,000	3,711,000	2,958,000	486,000	7,155,000	7,993,000
California.....	4,551,000	10,273,000	5,734,000	10,830,000	26,837,000	31,388,000
Colorado.....	519,000	3,948,000	2,661,000	872,000	7,481,000	8,000,000
Connecticut.....	862,000	1,421,000	784,000	2,660,000	4,865,000	5,727,000
Delaware.....	505,000	1,083,000	722,000	205,000	2,010,000	2,515,000
Florida.....	1,064,000	3,392,000	2,284,000	1,816,000	7,492,000	8,556,000
Georgia.....	1,364,000	5,419,000	4,117,000	1,433,000	10,969,000	12,333,000
Idaho.....	505,000	2,746,000	1,924,000	206,000	4,876,000	5,381,000
Illinois.....	3,605,000	8,442,000	4,587,000	8,788,000	21,817,000	25,422,000
Indiana.....	1,704,000	5,325,000	3,587,000	3,084,000	11,996,000	13,700,000
Iowa.....	1,128,000	5,354,000	3,826,000	1,432,000	10,612,000	11,740,000
Kansas.....	831,000	5,466,000	3,843,000	1,034,000	10,343,000	11,174,000
Kentucky.....	1,235,000	4,040,000	3,247,000	1,141,000	8,428,000	9,663,000
Louisiana.....	1,122,000	3,372,000	2,531,000	1,472,000	7,375,000	8,497,000
Maine.....	505,000	1,886,000	1,360,000	520,000	3,766,000	4,271,000
Maryland.....	928,000	1,872,000	1,204,000	1,846,000	4,922,000	5,850,000
Massachusetts.....	2,011,000	2,832,000	772,000	6,234,000	9,838,000	11,849,000
Michigan.....	2,711,000	6,925,000	4,191,000	5,931,000	17,047,000	19,758,000
Minnesota.....	1,271,000	5,856,000	4,042,000	2,031,000	11,929,000	13,200,000
Mississippi.....	909,000	3,923,000	3,175,000	505,000	7,603,000	8,512,000
Missouri.....	1,679,000	6,408,000	4,399,000	2,829,000	13,636,000	15,315,000
Montana.....	505,000	4,450,000	3,029,000	247,000	7,726,000	8,231,000
Nebraska.....	549,000	4,289,000	3,015,000	660,000	7,964,000	8,513,000
Nevada.....	505,000	2,871,000	1,931,000	83,000	4,885,000	5,390,000
New Hampshire.....	505,000	1,083,000	722,000	454,000	2,259,000	2,764,000
New Jersey.....	2,080,000	2,911,000	1,061,000	5,593,000	9,565,000	11,645,000
New Mexico.....	505,000	3,585,000	2,483,000	246,000	6,314,000	6,819,000
New York.....	6,141,000	10,295,000	4,134,000	17,314,000	31,743,000	37,884,000
North Carolina.....	1,649,000	5,339,000	4,370,000	1,394,000	11,103,000	12,752,000
North Dakota.....	505,000	3,220,000	2,298,000	175,000	5,693,000	6,198,000
Ohio.....	3,409,000	7,797,000	4,605,000	7,531,000	19,933,000	23,342,000
Oklahoma.....	982,000	4,831,000	3,529,000	1,147,000	9,507,000	10,489,000
Oregon.....	741,000	3,932,000	2,714,000	1,115,000	7,761,000	8,502,000
Pennsylvania.....	4,537,000	8,797,000	5,096,000	9,755,000	23,648,000	28,185,000
Rhode Island.....	505,000	1,083,000	722,000	1,011,000	2,816,000	3,321,000
South Carolina.....	854,000	2,955,000	2,429,000	595,000	5,979,000	6,833,000
South Dakota.....	505,000	3,419,000	2,424,000	194,000	6,037,000	6,542,000
Tennessee.....	1,380,000	4,717,000	3,638,000	1,526,000	9,881,000	11,261,000
Texas.....	3,214,000	14,227,000	10,074,000	4,527,000	28,828,000	32,042,000
Utah.....	505,000	2,545,000	1,698,000	465,000	4,708,000	5,213,000
Vermont.....	505,000	1,083,000	722,000	188,000	1,993,000	2,498,000
Virginia.....	1,324,000	4,115,000	3,215,000	1,492,000	8,822,000	10,146,000
Washington.....	1,102,000	3,783,000	2,582,000	1,885,000	8,250,000	9,352,000
West Virginia.....	828,000	2,860,000	1,970,000	712,000	5,042,000	5,870,000
Wisconsin.....	1,432,000	5,236,000	3,559,000	2,451,000	11,246,000	12,678,000
Wyoming.....	505,000	2,746,000	1,865,000	130,000	4,741,000	5,246,000
Hawaii.....	505,000	1,083,000	722,000	428,000	2,233,000	2,233,000
District of Columbia.....	505,000	1,083,000	722,000	1,299,000	3,104,000	3,609,000
Puerto Rico.....	505,000	1,137,000	1,173,000	843,000	3,153,000	3,153,000

¹ The population factors used in computing these apportionments were based on 1949 Census Bureau estimates of total population (1948 estimates for Hawaii and Puerto Rico), and on 1940 ratios of rural and urban population to total population. The area factor used was based on 1940 census data and the factor for mileage of rural delivery and star routes was based on 1949 data. The apportionments are subject to revision upon availability of 1950 data for population, area, and mileage of rural delivery and star routes.

ANALYSIS OF THE BILL, SECTION BY SECTION

I shall now undertake to explain the bill, section by section.

AUTHORIZATION OF APPROPRIATIONS

Section 1, as I have already stated, authorizes the appropriation of \$500,000,000 for each of the fiscal years 1952 and 1953, and divides the amount 45 percent or \$225,000,000 for primary roads, 30 percent or \$150,000,000 for secondary roads, and 25 percent or \$125,000,000 on the Federal-aid highway system in urban areas. The section provides that said sums shall be apportioned among the States in the manner now provided by law. There is a modification that will enable the latest available Federal census to be used instead of the census of 1940. This will enable the latest available population figures to be used in apportioning both secondary and urban funds.

ADDITIONAL AUTHORIZATION FOR INTERSTATE HIGHWAYS

Section 2 (a) of the bill authorizes an additional sum of \$70,000,000 for each of the said two fiscal years to expedite construction on the national system of interstate highways. If the State uses Federal-aid funds on said national system of interstate highways, it would be possible to increase the Federal share above the 50 percent pro rata by as much as one-half of the State's 50 percent, assuming the State contributed 50 percent of the cost of the roads. It will be remembered that under the Defense Highway Act of November 11, 1941, the Federal share under that act was 75 percent of the costs. It will also be remembered that during the war access highways were constructed at the sole expense of the Federal Government. The interregional highway system is in the aid of national defense. It is proper, therefore, to increase the Federal contribution.

Section 2 (b) provides for accelerating the improvement of the interstate system by issuing bonds and applying for the State apportionment within authorizations for the payment of said bonds. No payment, however, is authorized except from the State's apportionment, and there is no commitment nor obligation on the part of the United States to provide such funds.

AVAILABILITY

I have already inserted a table which shows the approximate amount of the funds which each State will receive of the amounts authorized by sections 1 and 2 of the bill based upon the 1940 Federal census. Under sections 1 and 2 the States have 2 years in which to match the funds apportioned to them. There is a provision that sums shall be deemed to have been expended if a sum equal to the total of the sums apportioned to the State for such fiscal year is covered by formal agreements with the Commissioner of Public Roads. Any money not expended within the period provided by the law would lapse. These provisions are identical with those respecting the period of availability of the funds authorized by the Federal Aid Highway Act of 1948.

FOREST HIGHWAYS AND FOREST DEVELOPMENT
ROADS AND TRAILS

Section 3 of the bill authorizes an appropriation of \$20,000,000 for forest highways for each of the fiscal years 1952 and 1953. This is the same amount that was authorized in the Federal Aid Highway Act of 1948, but is \$5,000,000 less than was authorized by the Federal Aid Highway Act of 1944. It also authorizes \$17,500,000 for forest development roads and trails, which is the identical amount carried in the Federal Aid Highway Act of 1948. There is the omission of a limitation that will provide slightly more funds than are needed for the construction of forest roads in Alaska. The forest highways are constructed by the Commissioner of Public Roads, and the forest roads and trails are constructed by the Forest Service.

PARK ROADS AND TRAILS

Section 4 (a) provides for an authorization of \$10,000,000 for each of the two fiscal years for roads, trails, and bridges in national parks and monuments and approach roads thereto. These are the same amounts authorized in the Federal Aid Highway Act of 1948. The construction is done by the Commissioner of Public Roads. There are provisions for maintenance and limitation on the amounts that may be used in the construction of minor roads.

PARKWAYS

Section 4 (b) authorizes \$13,000,000 for each of the two fiscal years for the construction and maintenance of parkways to give access to the national parks and monuments, or to become connecting sections of a national parkway plan, over lands to which title has been transferred to the United States. This is \$3,000,000 more than was authorized in 1944 and 1948. This increase is due to the fact that new parkways have been acquired or added to the parkway system of the United States since 1948. It is provided that not more than \$500,000 shall be used for the maintenance of parkway roads and not more than \$400,000 shall be used for the construction of minor roads and trails.

INDIAN LANDS

Section 4 (c) authorizes \$6,000,000 for each of the two fiscal years for the construction, improvement, and maintenance of roads and bridges within Indian reservations and provides access to Indian reservations and Indian lands, which is the same amount that was authorized in the acts of 1944 and 1948.

PREVIOUS PROVISIONS

Section 5 provides that all provisions of the acts of 1944 and 1948 not inconsistent with the provisions of the bill shall remain in full force and effect.

MAINTENANCE

Section 6 amends section 14 of the Federal Aid Highway Act of 1921 so as to penalize the agency that is responsible for the maintenance of the Federal-aid road. The whole State will not be penalized in case a county or municipality fails to maintain a road. The penalty will be limited to the county or municipality.

RIGHTS-OF-WAY

Section 7 provides for an increase in the Federal share of the cost of rights-of-way from one-third to one-half. The evidence presented to the committee showed that in addition to the simplification in handling Federal aid, such provision is necessary in view of the increased costs of rights-of-way, especially in urban areas.

COOPERATION WITH STATE HIGHWAY DEPARTMENTS WITHIN NATIONAL PARKS

Section 8 is a new provision. It amends the existing law so as to authorize the Secretary of Commerce in which Department the Bureau of Public Roads is located to cooperate with the State highway departments and with the Department of the Interior in construction of the public highways within national parks and monuments and to pay all or any part of the cost thereof from funds apportioned to the States in the same manner as has been authorized in Indian reservations since the Federal Aid Highway Act of 1921.

EMERGENCIES

Section 9 authorizes the use of not to exceed \$10,000,000 of any money heretofore or hereafter appropriated for emergency repairs, restoration, and reconstruction of Federal-aid highways damaged by floods, storms, or other catastrophes. Similar legislation was previously made in the acts of 1934, 1938, and 1943.

SAFETY

Section 10 authorizes the expenditure of not to exceed \$75,000 by the Commissioner of Public Roads out of administrative funds to promote safety.

DELEGATION OF AUTHORITY

Section 11 authorizes the Secretary of Commerce to delegate to the Commissioner of Public Roads any authority vested in him under the provisions of the bill. The Bureau of Public Roads was formerly under the Department of Agriculture, then under the Administrator of Public Works, and then it was in the Federal Works Agency. More recently it was in the General Services Administration, and now it has been transferred to the Department of Commerce.

Sections 12, 13, and 14 are self-explanatory.

INCREASED COSTS

There has been an increase in the costs of construction from 1940 to 1949, of approximately 123½ percent. The increase since 1945 has been 48 percent, but little construction was done during and following the war. Generally the cost of construction today is double the prewar costs. For the last 2 or 3 years the average cost of highways per mile in Mississippi where I live is approximately \$56,000, or to be exact, \$55,700 per mile for 26.5 miles, while the average cost per mile throughout the United States is \$86,200, or to be exact, for 22- or 24-foot concrete that is the average cost at 3,000 miles. An authorization of \$500,000,000 is thus the equivalent of a prewar authorization of \$250,000,000.

SELF-LIQUIDATION

For the fiscal year 1949 the Government collected \$1,326,054,091 in high-

way-user taxes, of which \$503,648,471 were derived from 1½-cent Federal gasoline tax. The policy of Federal aid for highways is self-liquidating.

TOTAL AUTHORIZATION

The total authorization including Federal aid for highways in the sum of \$500,000,000 and including the aggregate of the authorizations for interregional national forests, national parks, and monuments, parkways, and roads on Indian reservations of \$136,000,000, totals the sum of \$636,000,000.

THE FEDERAL-AID HIGHWAY SYSTEM

There are in the United States 3,300,000 miles of highways, roads, and streets. In the rural areas there are 3,000,000 miles, and over 300,000 miles are in the urban areas. Federal aid is being extended to 636,037 miles of roads today. The primary system in rural areas contains 219,588 miles. The secondary system is 398,488 miles. Urban roads total 18,000 miles. The interstate highway system is included in the primary and urban roads. It embraces 37,800 miles.

In the State system there are 349,929 miles. The city streets contain 316,537 miles. In addition there are 72,000 miles of roads under Government control in the national parks, forests, and reservations.

OBSOLESCENCE

The average life of a Federal-aid road is 30 years. Obsolescence is multiplying. Twelve thousand miles of primary roads must be reconstructed annually, and 30,000 miles of secondary roads must be reconstructed annually. Roads are wearing out.

REGISTRATIONS

There has been an increase of 35 percent in the estimated registrations of automobiles, busses, and trucks since 1940; and today they aggregate 44,350,000 miles. There has been an increase of more than 38 percent in the vehicle miles of traffic since 1940.

LOADS AND SIZES

The average load carried by trucks in 1948 was 38 percent higher than in 1941 and 73 percent higher than in 1936. Not only are the loads larger, but many of the trucks resemble boxcars and many of the trailers look like pullmans. Roads are being destroyed and lives are being lost on the highways. More roads and better roads are essential. Safety is most important.

NEW CONSTRUCTION

There were 20,000 miles of new construction in highways in 1948 but the production in that year of automobiles, busses, and trucks placed bumper to bumper aggregated 20,000 miles.

RURAL AND URBAN AREAS

One-half of the traffic is in the rural areas, and one-half in the urban areas. More and better streets, as well as more and better roads, are needed.

DIVERSION

The Federal-Aid Highway Act of 1934, known as the Hayden-Cartwright Act, penalized States for diverting gasoline taxes. That provision is permanent law. The inhibition against diversion as stipulated in said act remains.

There is a growing sentiment against diversion. The committee was advised that 21 States have amended their constitutions so as to prohibit the diversion of road-user taxes.

INCREASES OF STATE GASOLINE TAXES

As I recall, in the past 2 or 3 years some 20 of the States, as disclosed by the hearings, have increased the State gasoline taxes for road purposes. The highest State gasoline tax is in Louisiana. The tax is 9 cents per gallon, as I recall. Kentucky has an 8-cent tax. A number of other States have a tax of 7 cents a gallon. In a number of the larger States the rate is 3 cents a gallon. Generally the rate ranges from 3 to 9 cents a gallon in the States.

While there has been a tendency to increase the taxes, diversion is becoming less frequent.

THROUGH ROADS

A number of States like New York and New Jersey are expending hundreds of millions of dollars in constructing throughways, and other States like Pennsylvania and Ohio are spending large amounts in extending the Pennsylvania Turnpike. There is acute need for divided four-line highways, especially in the urban areas and within 10 miles of all large cities. Express highways are also being constructed in many parts of the country. The need for highways of all types was never greater.

THE PACE

While Federal aid contributes to the construction of approximately 15 percent of all highways, roads, and streets annually, it sets the pace for all road and street construction. Improvements are being made as a result of the experiments carried on in the laboratory of the Bureau of Public Roads. Foundations are being stabilized. Soil studies are contributing to a better type of road. The experiments are resulting in more economical local roads. The Bureau of Public Roads is leading in better road construction.

THE FUTURE

There is a \$250,000,000,000 economy in the United States today. Production is not only essential in the economy of the United States but in the progress of the Nation. The Federal Government is profoundly interested in highway construction. Employment is provided for millions. For the expanding population and for the progress of the Nation, production must be increased, and production without transportation is impossible.

The Federal-Aid Highway Act of 1950 will not only set the pace for the highway needs of the present but will provide for the highway needs of the future. The policy of Federal aid has been tried. It has been tested. It should be continued and expanded to provide for the multiplying needs of a \$250,000,000,000 national economy and for a population of 152,000,000.

Mr. STEFAN. Mr. Chairman, will the gentleman yield?

Mr. WHITTINGTON. I yield.

Mr. STEFAN. Mr. Chairman, I wish to take this opportunity to commend the

gentleman from Mississippi [Mr. WHITTINGTON] for his most unusual report on this very important Federal aid highway authorization bill. His wide knowledge of all highway matters is well known to all of us who serve on the committee on roads of the House.

The CHAIRMAN. The time of the gentleman from Mississippi has expired.

Mr. WHITTINGTON. Mr. Chairman, I yield myself six additional minutes.

Mr. STEFAN. I wish the gentleman would be so kind as to turn to page 3 of the bill which he so completely explained. There are two questions I would like to propound of the gentleman. I have reference to this new feature for inter-regional highways which the gentleman indicates will take in about 40,000 miles of existing primary roads. Does that refer to the table on page 5 of the report headed "Interstate system—\$70,000,000"?

Mr. WHITTINGTON. It does.

Mr. STEFAN. And indicates that the State of Nebraska will receive under that \$549,000?

Mr. WHITTINGTON. That is right.

Mr. STEFAN. That is the new feature. This would be matched the same as the other money, 50 percent by the State and 50 percent by the Federal Government?

Mr. WHITTINGTON. Yes. The gentleman understands the \$70,000,000 is not going to build 40,000 miles of inter-regional highways. Those highways are estimated to require something like 500 to 600 million dollars and it is further estimated it will probably take 20 years to rebuild and recondition them. This is to encourage the State to use their funds in rebuilding those inter-regional roads where they come through the States. The States will match and under this provision the Federal Government will allocate the additional sum that the gentleman mentioned to the State of Nebraska to supplement the matching.

Mr. STEFAN. That \$549,000 will be in addition?

Mr. WHITTINGTON. Yes.

Mr. STEFAN. In addition to what they will match on the \$70,000,000?

Mr. WHITTINGTON. Yes. Nebraska will be allocated \$549,000 out of the \$70,000,000 for each of the 2 years, in addition to the allocations to Nebraska out of the \$500,000,000 authorized. Assuming the State of Nebraska matches 50-50 and the State of Nebraska applies to rebuild or to straighten out or to reconstruct an inter-regional section in its primary system, the State may apply to the Commission of Public Roads to increase the Federal contribution from 50 to 75 percent, so that Nebraska will only pay 25 percent, because the Nation at large will get more benefit from that inter-regional section than from other primary Federal-aid roads.

Mr. STEFAN. Is this \$70,000,000 part of the \$500,000,000?

Mr. WHITTINGTON. No. I said it was in addition. It is contained in this bill for the first time.

Mr. STEFAN. The bill authorizes \$660,000,000?

Mr. WHITTINGTON. Yes. The bill, as I stated, authorizes the \$500,000,000 for each of the 2 years for primary, secondary, and urban roads; and secondly, the \$70,000,000 for international systems; and thirdly, the usual appropriations that are made for the forest roads, for the forest trails, for the park roads, and for the parkways, and \$10,000,000 may be used for emergencies, for repairs. The aggregate of the \$500,000,000, the \$70,000,000, and the parks and other roads, is \$660,000,000, substantially the same amount that we authorized in 1944 and again in 1948, with the said sum of \$70,000,000 to supplement the Federal share, if desired, to 75 percent on those parts of the primary and urban roads that are on the interregional system, as explained in the report.

Mr. STEFAN. The gentleman has explained that very thoroughly, and I thank him very much. Now turn to page 9 of the bill, section 14, and the proviso beginning in line 14:

Provided, That in any State wherein the highway department is without legal authority to maintain highways so constructed—

And so forth.

Mr. WHITTINGTON. I understand the gentleman's question.

Mr. STEFAN. Is that a new proviso?

Mr. WHITTINGTON. It is, sir. I have mentioned it.

Mr. STEFAN. I want to say to the gentleman that I am very much worried about that proviso because it penalizes counties where perhaps they cannot do any maintenance work. You know, the Federal Government does not pay the States one penny for maintenance and repairs of highways.

Mr. WHITTINGTON. I anticipate the gentleman's question. The committee went into this section very carefully. Let me say that under existing law the States and the State highway departments are required to maintain Federal-aid roads, but when there is a county road, a farm-to-market road or a secondary road, that road is located at the request of the county authorities and approved by the State highway commission and those county authorities have got to provide for the maintenance of that road. This section stipulates that if the county authorities fail in Nebraska in one county to maintain the road as they have agreed to maintain it, the whole State of Nebraska, all the other counties in the State shall not be penalized and be prevented from getting any further Federal aid until that road has been repaired.

Mr. STEFAN. I do not read it that way.

Mr. WHITTINGTON. Even so, that is the way it should have been read. That was recommended to us by the State highway departments in the United States and I think it is most constructive.

Mr. STEFAN. The language of the bill is to the effect that if it is not being properly maintained he shall call such fact to the attention of the highway department.

Mr. WHITTINGTON. I stated that. That county is to be penalized alone without penalizing the entire State.

Mr. STEFAN. The States have not been getting anything at all for maintaining or repairing their highways.

Mr. WHITTINGTON. The Federal Government helps to build them and under the Federal Aid Highway Act the Federal Government has not maintained the roads. The Federal Government aids to build them.

Mr. STEFAN. Are you penalizing them if they do not maintain them?

Mr. WHITTINGTON. We have been authorizing that ever since we had a Federal-aid program.

Mr. MCGREGOR. Mr. Chairman, will the gentleman yield?

Mr. WHITTINGTON. I yield to the gentleman from Ohio.

Mr. MCGREGOR. Is it not true that under existing law the whole State can be penalized because of the act of a portion of a State and we have corrected that in this bill so the whole State cannot be penalized on account of one section?

Mr. WHITTINGTON. I believe that is crystal-clear to everybody.

Mr. STEFAN. Does this meet with the approval of the various State road engineers?

Mr. WHITTINGTON. Yes. It was recommended very highly by them, as were the other provisions of this bill.

The CHAIRMAN. The time of the gentleman from Mississippi has expired.

(Mr. WHITTINGTON asked and was given permission to revise and extend his remarks.)

Mr. DONDERO. Mr. Chairman, I yield myself 10 minutes.

Mr. Chairman, we are living in an age of rapid transportation. The automobile has come in our day and generation as a means of rapid transportation. The entire Nation uses that particular method to travel from place to place, for pleasure and for business.

Fifty years ago there were about 8,000 registered cars in the United States. According to the National Commissioner Bureau of Public Roads, today we have approximately 44,000,000 registered automobiles in the United States. By the end of 1950 it is predicted that that number will be increased to 45,000,000 cars, or about 78 percent of the automobiles of this world, one car for every 3.6 people in the United States. Great Britain has one car for 18 people, and the rest of the world one car for every 222 people. This is convincing evidence, when we consider the number of cars in this country, 78 percent of the world's supply, of the wide distribution of the wealth of our country among the people of the Nation. It might be well for those among us who praise the ideologies of other countries, where we find but 1 car for every 222 people, to take note of the advantage and the privileges we have in America under the free enterprise system and free government in the United States.

During the World Columbian Exposition in Chicago in 1893 a motto was engraved over the doorway of the Transportation Building. It was a motto or quotation from one of Bacon's sayings. It was this:

There be three things that make a nation great and strong; strong men, a fertile soil,

and the easy conveyance of goods from place to place.

That last one includes good roads.

What Bacon said a century or two centuries ago applies with equal force today as we consider this bill, H. R. 7941, for the building of good roads in the United States. The bill is larger than the one we considered in the Eightieth Congress. I could wish that it were somewhat smaller. We could build and construct the necessary roads of our country if the bill was somewhat lower, but the amounts included in the bill have been recommended by the Public Roads Administration. Your Committee on Public Works listened to testimony for days and the consensus of opinion was that this program as outlined would best advance Federal-State highway construction at the present time.

I happen to come from the automobile capital of the world. Within the metropolitan area of Detroit, where I have the honor to represent a district, 14 different makes of automobiles are manufactured. Of course, automobiles and good roads are inseparable. You cannot have one without the other.

As has been so well stated by the able chairman of our committee, the roads of the Nation are wearing out. Travel greatly exceeds anything we have seen before. Earlier in the week when we were considering the road between Washington and Baltimore it was shown that over 32,000 vehicles traversed that road every day, an example of the immense amount of traffic that passes over our roads and highways. Naturally it wears them out. The average life of these roads runs from 20 to 30 years.

Unless this great system of roads is kept up and new roads built, quite naturally our method of transportation in time of peace and certainly in time of war will be greatly depreciated. It would soon adversely affect the business and economy of the Nation. For that reason it seems to me we must continue, as we have for many years past, to provide funds out of Federal money to assist the States in building and expanding this great network of roads.

Mr. BROWN of Georgia. Mr. Chairman, will the gentleman yield?

Mr. DONDERO. I yield.

Mr. BROWN of Georgia. What percentage of the \$500,000,000 is allocated to the secondary roads?

Mr. DONDERO. It is \$150,000,000.

Mr. WHITTINGTON. That is correct, it is 30 percent of \$500,000,000, or \$150,000,000.

Mr. BROWN of Georgia. Then it is the same on a percentage basis as was allocated a couple of years ago?

Mr. WHITTINGTON. Yes; it is the same percentage as was allocated in the bill which the gentleman from Michigan [Mr. DONDERO] reported and which the House passed in 1948.

Mr. DONDERO. That is correct.

Mr. WHITTINGTON. If the gentleman will yield further.

Mr. DONDERO. Certainly I yield to my colleague.

Mr. WHITTINGTON. It is fair to say that the principal provisions of this bill

are a repetition of the provisions of the act of 1948 as well as the act of 1944, except as we have pointed out in amendments to which both the gentleman from Michigan [Mr. DONDERO] and I have made reference in our remarks.

Mr. DONDERO. That is correct, with the one exception of \$70,000,000, which is a new section, and which has already been called to the attention of the committee.

Mr. WHITTINGTON. That is correct.

Mr. ANGELL. Mr. Chairman, will the gentleman yield?

Mr. DONDERO. I yield.

Mr. ANGELL. Will the gentleman state to the committee the amount of revenue received from gasoline and oil taxes?

Mr. DONDERO. Yes; I will do that in just a moment. I have that in mind.

Mr. ANGELL. It is true, is it not, that much more money is raised by taxes on gasoline and oil than is put back into the roads?

Mr. DONDERO. Yes; far in excess.

I want to place in the RECORD the names of the automobiles manufactured either in the congressional district which I have the honor to represent, immediately adjoining, or in southeast Michigan including the Detroit area. These are the cars that are made in the automobile capital of the world: Cadillac, Buick, Oldsmobile, Pontiac, Chevrolet, Lincoln, Mercury, Ford, Chrysler, DeSoto, Dodge, Plymouth, Packard, and Hudson. There are 14 different makes.

To answer the inquiry of the gentleman from Oregon [Mr. ANGELL] as to how much money the people of the United States paid for the privilege of using the good roads and how much we pay in Federal taxes on gasoline, oil, and automobile accessories, as well as on automobiles. Last year the amount was \$1,345,000,000. It is estimated that for this year the amount will be about \$1,500,000,000. In this bill we are asking the Federal Government to pay back to the people of the States \$636,500,000 each year for 1952 and 1953, or less than the 50 percent collected.

Mr. McSWEENEY. Mr. Chairman, will the gentleman yield?

Mr. DONDERO. I yield.

Mr. McSWEENEY. Is it not true that any educational program would have to be predicated to a great extent on the ability to get our children to school over a system of roads?

Mr. DONDERO. Oh, yes. And it also includes the transporting of people, whether to the office or factory, and other places of employment. It is one of the most important things we have to consider. All men cannot live near their place of employment. In my area some of them live as far away as 25 miles from their work. They need good roads to travel back and forth between their homes and their places of employment.

The whole economy of the United States, as I mentioned a minute ago, is closely linked with good roads.

Mr. SHORT. Mr. Chairman, will the gentleman yield?

Mr. DONDERO. I yield.

Mr. SHORT. While good roads are essential to maintain our domestic economy in time of peace, they are almost in-

dispensable to the winning of a modern war because wars are lost or won by transportation.

Mr. DONDERO. The gentleman is entirely correct. We found that out in the last war.

How many miles of roads do we have in the United States? There are 632,000 miles of Federal-aid highways. At the present time we have 3,200,000 miles of roads and streets, classified as follows: The Federal-aid primary system comprises 231,000 miles, the secondary system 372,761 miles; the State primary system 39,000 miles; State secondary system 143,000 miles; other State roads 16,768 miles; county roads, 1,500,000 miles; township and other local roads, 634,000 miles; local city streets, 255,000 miles.

Mr. SHORT. Mr. Chairman, will the gentleman yield again at that point.

Mr. DONDERO. I yield.

Mr. SHORT. Considering the enormous size of the United States, more than 3,000,000 square miles, certainly our mileage of good roads is far below what it should be at this time.

Mr. DONDERO. We could use many more miles of good roads in this country to properly and adequately provide transportation for that increased number of automobiles and other motor vehicles which are coming onto the market and on the roads every day.

Mr. SHORT. It certainly would reduce the number of death casualties that occur each year. I think the Members should recall that during the war our road-building program was seriously interrupted. Many of our roads were pounded to pieces, particularly in those States that had great military installations, and particularly in the States where maneuvers were held. Those of us who visited Louisiana, Texas, and other States, witness highways literally torn to pieces because of the heavy trucks, even tanks, heavy artillery, bulldozers, steam shovels, and every other type of modern equipment.

Mr. DONDERO. I might say that my own city of Detroit, where great military installations were located during the past war, experienced that same amount of destruction in streets and roads, because of the heavy vehicles passing over them.

Mr. STEFAN. Mr. Chairman, will the gentleman yield?

Mr. DONDERO. I yield.

Mr. STEFAN. The gentleman indicates that this year the gasoline tax and other taxes would amount to around \$1,500,000,000?

Mr. DONDERO. That is correct.

Mr. STEFAN. That is this year?

Mr. DONDERO. This year. It was \$1,345,000,000 in 1949.

Mr. STEFAN. In the calendar year 1950 it will be \$1,500,000,000?

Mr. DONDERO. That is the estimate.

Mr. STEFAN. We just passed a bill in the House appropriating approximately \$455,000,000 for the road program for the fiscal year 1951. This bill makes authorization for the years 1952 and 1953?

Mr. DONDERO. Yes.

Mr. STEFAN. This half billion dollars that we are appropriating from the General Treasury of the Government

must be matched by an equal amount from the States, making approximately a billion dollars?

Mr. DONDERO. That is correct.

Mr. STEFAN. Will the gentleman tell the membership what is the story of the gasoline taxes today; what is the highest tax and what is the lowest?

Mr. DONDERO. I think the State of Louisiana is one of the highest States in the Union. It ranges from 3 cents to 9 cents.

Mr. WHITTINGTON. The gentleman is correct. As a matter of fact, probably 20 States have increased the gasoline taxes in the last 2 or 3 years.

Mr. STEFAN. Because they cannot raise enough revenue to match the Federal contribution?

Mr. WHITTINGTON. No, not exactly that.

Mr. STEFAN. If they do not raise this tax, can they meet the Federal contribution requirements? Are some States up against it?

Mr. WHITTINGTON. For both purposes. Generally they want additional roads. Frankly, the people of this Nation are road conscious, and they are raising the taxes on gasoline in many States.

Mr. STEFAN. That is a very important question that I raise, and I would like to have the question answered. Are there some States in the position today where they cannot meet the Federal contribution?

Mr. DONDERO. I cannot answer the question directly, but I doubt it.

No evidence was presented to our committee, that any State was not able to do it.

Mr. STEFAN. Maintenance and repair of our roads and highways is one of the greatest problems facing our country today. States cannot get Federal funds for this purpose under present laws. The States must pay this huge expense for maintenance and repairs 100 percent from their own funds. It results in some States having serious trouble in matching Federal funds for the regular road construction programs. That is one reason why some roads in some States cannot be constructed. It results in shrinking the programs in some States to expand their programs on primary and also secondary roads. There have been some suggestions that sometime in the future demands may be made upon the Federal Government to come to the aid of States in their tremendous maintenance and repair problem.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

Mr. DONDERO. Mr. Chairman, I yield myself three additional minutes.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. DONDERO. I yield.

Mr. WHITTINGTON. The information furnished the committee by the Bureau of Public Roads is that all States will be able to match the funds that have been allocated to them up to the 1st of July and that no State will be in default. The gentleman will keep in mind that each State has 2 years within which to match. If they default, that money goes back into the Treasury and is allocated to the other States.

Mr. STEFAN. Has there been some diversion of the gasoline and road tax?

Mr. WHITTINGTON. There has not been much. There was back during the depression, to provide for unemployment. Under the laws of some States, by constitutional provision, some of the gas funds have been used, but that could not be called "diversion," because it has been so from the beginning. But under the general Federal-aid road laws, including the act of 1934, a State is penalized if it diverts its gasoline taxes to other purposes.

Mr. DONDERO. Permit me to say, as an indication of the extent the roads of this country are being used, last year the testimony before our committee showed that 32,000,000 people visited our national parks and recreation centers. About one person out of every five of the entire population. I mention that to show the need for more and better highways.

It may be of some interest to know the amount and how these excise taxes are levied on automobiles, gasoline and oil, and where we get this \$1,345,000,000 which was collected last year from the automobile users of this country. I have the figures before me. These are Federal taxes only.

Seven percent on automobiles and motorcars. That is 7 percent excise tax. Five percent on trucks, busses, tractors, and semitrailers. Five percent on parts and accessories. One and one-half cents a gallon on gasoline. Six cents a gallon on lubricating oils.

As chairman of the Committee on Public Works in the Eightieth Congress, I supported a Federal-aid highway bill that corresponds substantially to the authorizations of H. R. 7941. I urge the adoption of H. R. 7941, which is reported to the House by the unanimous vote of the Committee on Public Works, that our highways may keep pace with the growing motor transportation needs of our Nation.

Mr. WHITTINGTON. Mr. Chairman, I yield such time as he may desire to the gentleman from Texas [Mr. PATMAN].

DUTY OF FEDERAL GOVERNMENT TO MEET NEEDS OF PEOPLE WITHIN THE CONSTITUTION

Mr. PATMAN. Mr. Chairman, today it seems that every effort to have our Federal Government meet the needs of our people is branded by some people as socialistic.

Yet, those who recklessly bandy about the charge of socialism never seem to recognize the fact that the Government has certain responsibilities. They like to ignore the fact that the Constitution of the United States placed upon the Federal Government the benefit of promoting the general welfare.

They like to ignore the fact that the Congress of the United States by almost unanimous vote enacted the Murray-Patman Employment Act of 1946.

They like to forget section 2 of the Employment Act of 1946 which declares that it is the responsibility of the Federal Government to utilize all its plans, functions, and resources to promote maximum employment, production, and purchasing power.

The philosophy which guided Congress in making this historic declaration has been recited time and again by thoughtful Americans in both of our great political parties. That same thought has been expressed on many occasions by those whom the President appointed and the Senate confirmed to administer the Employment Act. To take one example from many, Leon H. Keyserling, now Chairman of the Council of Economic Advisers, wrote an article in June 1945 for a businessman's magazine located in Detroit, called *Bildor*. In this article, long before anyone thought there was to be a council of economic advisers, Mr. Keyserling, who is widely recognized as one of the ablest and most courageous men in Government today, said:

A democratic and free society, in its own self-interest and self-preservation, cannot afford to let any part of its population fail to enjoy at least basic minimum standards with respect to such things as their health, their shelter, their food, and their clothing, plus protection against unemployment, accident, and old age.

He then pointed out that private business also has a responsibility, that in fact the primary task of the Government is to encourage private enterprise:

Our system of private enterprise should be encouraged and stimulated to do as big a job as it can, but insofar as it falls short of providing these basic securities, the people should act through the medium of their Government in striving for the balance.

The same article provided an affirmative answer to the phony charges of socialism which at that time were being uttered by the devotees of Hayek's *The Road to Serfdom*. Let me quote from the same article:

The practical application of this philosophy will place private enterprise on a basis of more stable and flourishing prosperity than ever before, and will consequently offer the prospect of a tapering off of the volume and scope of governmental activity. Conversely, the rejection of this philosophy, by confusing freedom with license or irresponsibility, and by confusing security with socialism, can lead only to bitter internal divisions, economic breakdown, and a vast increase in governmental activity.

This economic policy seems to present to us, in modern dress, the same central problem of our democracy which Lincoln had in mind when he talked about a government strong enough to protect the interests of the people and yet not so strong as to invade their liberties. We must arrive at that middle ground of cooperation between enterprise and Government which is essential in the American tradition; adjust this cooperation to the complex economic problems of today and tomorrow; and make this cooperation the vehicle for keeping our Government democratic and our enterprise truly free.

It seems to me that in this important but now forgotten article, the Acting Chairman of the Council of Economic Advisers expressed the sentiments felt by the great majority of the Members of Congress when they voted for the Employment Act of 1946.

At a time when we need above all a practical and realistic understanding of the responsibilities of the American

Government, at a time when free enterprise is being challenged throughout the world, we would all do well to stick by this philosophy rather than be led astray by those who brand almost every governmental action as socialistic.

RFC TRANSFER TO DEPARTMENT OF COMMERCE MISUNDERSTOOD BY BUSINESS WEEK

The President's recent proposals with respect to the RFC have been the subject of interesting and completely contradictory interpretations. The May 13 issue of *Business Week* carries an article titled "Truman's Death Knell for the RFC" which claims that the reorganization plan transferring the Corporation to the Department of Commerce will "virtually kill" the RFC and make it "a stand-by agency prepared to finance production and construction in case of war." On the other hand, a *Washington Post* editorial, also on May 13, criticizes the President for not converting the RFC into a stand-by agency and for recommending a broadening of its lending powers. It is small wonder that the average citizen who wants to find the facts is often confused. A careful reading of the President's message transmitting Reorganization Plan No. 24 relating to the RFC and his special message on small business lends no support to the charge that the President is attempting either to kill the RFC or greatly to expand its operations.

NO ULTERIOR MOTIVE

There is no need to search for an ulterior motive. The proposed reorganization has the single and laudable purpose of improving Government organization and making more effective the Government's services to business, particularly small business. The President expressed this purpose clearly when he said:

This reorganization plan is an important step in simplifying the organization of the executive branch of the Government and also in making more effective the various Government services to business.

In his small business message the President stated:

Moreover, by concentrating in the Secretary of Commerce the supervision of the principal services to small business, we can more effectively mobilize the variety of resources available to the Government in meeting these problems.

ORDER RESTORES FORMER SITUATION

The transfer of the RFC to the Department of Commerce merely restores the situation which existed from February 1942 to February 1945. As many Members of the House will recall, the removal of the RFC from the jurisdiction of the Secretary of Commerce was motivated by reasons wholly unrelated to any congressional determination as to the appropriate role and organization of the RFC. The Hoover Commission unanimously recommended that the RFC should be placed again within an executive department. The Commission was divided as to whether this Department should be Commerce or the Treasury.

The President gave careful study to the Hoover Commission's recommendation. In his judgment, the activities of the RFC, like those of the Department of

Commerce, are designed to assist the development of American business and industry; they are not related to those of the Treasury which is neither a lending agency nor an agency charged directly with the responsibility for promoting business. He, therefore, in accordance with the specific direction of the reorganization act that the Government be organized according to major purposes, recommended that the RFC be returned to the Department of Commerce.

SAME AS IN AGRICULTURE

I have long advocated the strengthening of the Government's services to business, especially small business. We have already demonstrated in the field of agriculture what can be done and we should profit from this experience in approaching problems of small business. The small-business man needs and should be afforded assistance similar to that now furnished to the farmer. By grouping in one agency the principal services to business, both financial and nonfinancial, the reorganization plan follows the pattern established in 1939, when the major agricultural credit programs were transferred to the Department of Agriculture.

It is only by this kind of organization that we can make it easier for the small-business man to take advantage of the various forms of Federal assistance available to him. It is only through unified supervision that we can assure the most effective and coordinated direction of our aids to small business. The purpose of the reorganization is to provide such unified supervision. This is its exclusive purpose.

CORPORATE POWERS OF RFC BOARD NOT AFFECTED

An analysis of Reorganization Plan No. 24 makes it clear that, except for placing the RFC under the supervision, coordination, and policy guidance of the Secretary of Commerce, it in no way alters its corporate powers or the functions of its Board of Directors. The Corporation's status within the Department of Commerce will be much the same as that of those 35 wholly owned Government corporations, including the Federal intermediate credit banks, Federal Crop Insurance Corporation, Federal Savings and Loan Insurance Corporation, and Commodity Credit Corporation, which are already within departments or agencies or subject to the supervision of department heads. In addition to the RFC, there are at the present time only two independent wholly owned Government corporations—the Export-Import Bank and the Tennessee Valley Authority.

The President has recommended that certain housing functions be transferred from the RFC to the Housing and Home Finance Agency. The purpose of these transfers, just as in the case of the RFC transfer to Commerce, is to improve Government organization by grouping programs according to their major purpose. The removal of these housing functions will not weaken the RFC, but, on the contrary, will enable the Corporation better to concentrate its energies on the fulfillment of its basic mission.

REORGANIZATION PLAN NO. 24

Reorganization Plan No. 24, by itself, neither decreases nor increases the func-

tions of the RFC. It is hoped, however, that the provision of other types of aids, such as insurance of bank loans up to \$25,000 and the establishment of privately owned national investment companies, will substantially reduce the need for direct loans by the RFC. But the RFC will still have a vital role to play. The RFC is our last line of defense, and it must not only be retained, but also strengthened so that it can meet reasonable demands for credit which private institutions are unable or unwilling to provide. The RFC can perform this essential job most effectively if its operations are closely integrated with other services to business under the supervision of the Secretary of Commerce.

(Mr. PATMAN asked and was given permission to revise and extend his remarks.)

Mr. WHITTINGTON. Mr. Chairman, I yield 8 minutes to the gentleman from Maryland [Mr. FALLON].

Mr. FALLON. Mr. Chairman, I strongly urge that the purposes of H. R. 7941, which is now being considered, be acted upon favorably. This bill, providing approximately \$600,000,000 per year for a 2-year period in Federal grants to States for highway construction is of tremendous importance to each of the 48 States—not only as a means of improving the highways which is a most important factor, but as a means of supplementing the employment and utilizing the labor for national benefit.

As chairman of the Subcommittee on Roads of the Public Works Committee, I approached the President last year concerning the need for better highways and he indicated his interest and strong support for better roads throughout the country, realizing I am sure that ease of intra and interstate transportation, or travel, has contributed greatly to the growth and wealth of this country, as well as the understanding existing between our people.

During the time that hearings were held on this legislation, I heard many qualified persons testify and their testimony proves conclusively the unquestioned need for bringing the country's highway transportation system to a higher standard of efficiency. As I just pointed out, the Nation's economy would benefit in many ways if adequate highway facilities are provided.

During the recent war, great numbers of our armed forces were engaged in road building. Had we had adequate highways, this would not have been necessary and their endeavors could have been utilized to a much better advantage. Thousands and thousands of miles of road were built by the Army.

The use of the highway today is expanding at a record-breaking rate. When the automobile became a necessity, instead of a luxury, good roads likewise became a necessity for the rich and the poor, for business and pleasure.

The trucking industry is of tremendous importance. Nearly 8,000,000 trucks now operate throughout the United States, an increase of 3,000,000 since the war. It is estimated today that 60 percent of all commodities move over our highways. Many of these roads

are outmoded and in need of constant repair. At the time they were built, no one could envision the traffic as it is at present and the cost of maintenance and repairs is a constant recurring one. Thousands of miles must be rebuilt wider, heavier, and in many instances, straighter.

While maintenance organizations are performing a splendid job, nevertheless, it is an expensive one because money spent for maintenance and repairs does not have the same economic value as money spent for construction. In other words, the more money spent for maintenance and repairs, the less there is to be expended in capital outlay.

The motor truck is an integral part of our economic life, and from the reports of the improvements which are taking place in the motor industries, it is safe to assume that this is not a passing phase of our development. It is a specific fact which cannot be disputed that adequate highway facilities will advance greatly the economic value of motor transportation thereby stimulating growth in other industries and vitally effecting the Nation's economy. From the President down, I do not believe there is any variance in opinion over the fact that there is need for a larger highway-construction program. The problem to overcome is the financing. That is our problem today. The passage of this bill would be a partial present solution.

While I do not cry "war," I have brought continually to the attention of the House and to the committee of which I am a member the importance of being prepared and one of the factors of preparedness is a mobile nation. Should the cold war develop into a warm one, we have no assurance now where the attack would first come. Certainly we know that railroads and large industries would be among the first targets. Good roads would give an added avenue for escape or attack, as well as transportation to and from any section.

In speaking for this bill, I feel that I should bring to the attention of the House, the services of our good chairman, the Honorable WILLIAM M. WHITTINGTON. He has been in Congress since 1924 and will have served continuously 26 years the end of this session. Under his able chairmanship, there have been many pieces of important legislation developed and passed, among them legislation improving the highways of our country.

I should like to say, at this time, that it has been a distinct honor and pleasure to serve on the Public Works Committee with Mr. WHITTINGTON. He is respected by the Members for his honesty, fairness, and his impartiality. They recognize that he is one of the best-informed men in the country on the subject of flood control, roads, and rivers and harbors. Men in Government and private industries who have cause to contact the committee are all impressed by the qualifications which I have just outlined.

As you all know, Congressman WHITTINGTON is retiring at the end of this session. It will be a loss to the State of Mississippi and to the Nation as a whole. I feel that the passage of this legislation today would be one of the culminating

achievements of his career as chairman of the Public Works Committee.

Mr. DONDERO. Mr. Chairman, I yield 10 minutes to the gentleman from Ohio [Mr. MCGREGOR].

Mr. MCGREGOR. Mr. Chairman, I first want to concur in the statement made by the distinguished gentleman from Maryland with regard to the activities of our retiring chairman of the Committee on Public Works.

Mr. DONDERO. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield to the gentleman from Michigan.

Mr. DONDERO. I should like also to confirm what the gentleman from Maryland said about our distinguished chairman. I join heartily in the remarks and the sentiment he expressed regarding the gentleman from Mississippi [Mr. WHITTINGTON], our chairman, who will retire voluntarily from Congress this session.

Mr. MCGREGOR. I have served under his leadership for about 10 years. Without question he is more familiar with the subjects that come before his committee than many, many of the witnesses that appear before us who are supposed to be experts in their particular lines. At a later time I expect to say more relative to our distinguished chairman.

Mr. Chairman, I want to discuss with you just a few minutes the bill that is before us for consideration, H. R. 7941. I concur in the statement made by previous speakers that without question this legislation must be passed. My personal opinion is that there should be a few changes made, but in the over-all picture we must recognize the needs of our highway system.

I know of no project submitted to the people that will give more employment than a mile of road construction. Its ramifications are broad. It really gives employment in the area where it is absolutely needed.

However, I do want to call your attention that in this particular piece of legislation we are starting on a new procedure. Let us not be misguided about it, because section 2 definitely starts us into a new field. Prior to section 2 of this bill we have always had a 50-50 matching basis. I have heard a number of Members on the floor asking if there is a section in the bill that has a 75-25 matching basis. I definitely say there is. That is section 2. It is based on 75 percent of the money being allocated by the Federal Government and 25 percent being matched by States. I refer to that portion of the bill which calls for \$70,000,000 for the interstate highway system.

I recognize the fact that the 75 percent will not be used if the States do not want to use it. They can still go along on a 50-50 matching basis. But when we come down to the actual reality of the subject, there are very few States that will not ask for the 75 percent of Federal funds.

Let us all remember that there is not a State in this Union that is not better fixed financially than our Federal Government. We are saying, "Let us give the interstate system 75 cents from Fed-

eral Government and 25 cents from State." If you are going to do that for the interstate system and take care of some of the city folks, we of the rural districts in a very short period of time will say that what is good for one group is good for another. The first thing you know we will be outside the category of a 50-50 matching clause and away on a 75-25 basis.

Some of you know that I have been quite interested for a long time in what are known as farm-to-market roads. Here we establish a new procedure. This bill is in excess of the bill of the last biennium. At that time we carried an authorization for \$450,000,000. This one is for \$500,000,000, on a 50-50 matching basis, and \$70,000,000 for the interstate system on a 75-25 basis. So in reality we have before us today a bill carrying \$120,000,000 over what the authorization was for the last biennium.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield to the gentleman from Mississippi.

Mr. WHITTINGTON. It is fair to say in that connection, and of course the gentleman is correct, that, when we passed the authorization back in 1948, when that bill left the House it carried \$500,000,000 and we agreed to \$450,000,000 in conference.

Mr. MCGREGOR. The gentleman is correct, as he usually is, but the bill that was passed and is now law calls for \$450,000,000. This one calls for \$500,000,000 plus the \$70,000,000. So I believe my statement is still correct that we are \$120,000,000 over what the existing law provides.

I think we recognize that in the last year we have completely destroyed approximately 23,000 miles of highways and have constructed only approximately 20,000 miles of highways. In other words, our highway system is 3,000 miles worse off than it was last year. What is causing this, as was so ably brought out by the distinguished gentleman from Maryland and other speakers, is that our tremendous load increases have so depreciated and torn up our roads that it requires practically all the money our States have to take care of the maintenance. They do not have the money to match the Federal funds for construction costs.

Getting back to my pet theory, that is, farm-to-market roads, I am of the firm belief that the activities of those officials in charge of our highway program are such that they have not carried out the intent of the Congress. I refer to Public Law 834 of the Eightieth Congress, and I quote from the law:

In selecting county and township roads on which funds are to be expended, the State Highway Department shall cooperate with township trustees and other appropriate local road officials.

It was my privilege to introduce that amendment 2 years ago. I appreciate the fact that our committee accepted it and the Eightieth Congress accepted it, but I cannot help but make the observation that we still have too many muddy roads in the United States, because on the local road distribution we have 49.4

percent of the miles unsurfaced and 50.6 percent of the miles surfaced. In other words we still have 49.4 percent of mud roads.

Again I say, Mr. Chairman, it is time that we gave further consideration to these matters and insist that the proper officials of the highway department, whether it is of our State or of our National Government, get our farmers out of the mud before we spend \$70,000,000 for an interstate highway system based on a 75-25 matching formula.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. WHITTINGTON. The gentleman from Ohio is very modest. No member of the committee, or of the House, has been more vigilant in behalf of the township roads, or as we know them, in many cases the county roads, than the gentleman from Ohio. If the gentleman will permit me, I should like to point out to the committee that as a result of his vigilance and persistence the committee has been advised that none of those roads are to be selected or approved, and that whatever work is done on the farm-to-market or feeder roads will be done at the request of the local authorities, and that the Bureau of Public Roads will see to it, and if anybody brings it to their attention they will see that the State highway commission does not disregard the township or county authorities.

The gentleman from Ohio is entitled to much of the credit. The committee was advised by the Commissioner of Public Roads that the recommendations of the township and county authorities would have the consideration of the Commissioner even in cases where the highway department might refuse to approve.

Mr. MCGREGOR. I thank my chairman for those remarks, because under the existing law it says that the State highway department shall advise and take into consideration and consult with the local and township and county commissioners and township trustees. Some of our highway officials have taken that particular clause with a grain of salt, and when they establish secondary and farm-to-market road systems and programs the various county commissioners and township trustees have not been called upon to make suggestions before the road program is finally adopted. So I am very glad to hear from our chairman that the Public Roads Administrator will insist that local officials, both county and township, will be consulted as to how and where the money will be spent. This will be good news to the farmers, school-bus drivers, and mailmen of our Nation.

Mr. STEFAN. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. STEFAN. I think the language of the law was "in cooperation with the county commissioners and county supervisors." I believe that was an amendment which I suggested at the time the bill was written.

Mr. MCGREGOR. That is right.

Mr. STEFAN. Has there been any change in it at all? Is the word "co-

operation" in the law, or is it an authorization? Do they have some authority or some responsibility?

Mr. MCGREGOR. It says, and I quote from the law:

In selecting county and township roads, on which funds are to be expended, State highway departments shall cooperate with the township trustees and other appropriate local road officials.

Mr. STEFAN. Yes; I wanted to know just exactly what the language was.

The CHAIRMAN. The time of the gentleman from Ohio has expired.

Mr. DONDERO. Mr. Chairman, I yield three additional minutes to the gentleman from Ohio.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. WHITTINGTON. If the gentleman from Ohio will pardon my interrupting him, since the gentleman from Nebraska has asked that question, I am glad the gentleman from Ohio went into the matter of the township and county roads because no man is more responsible for the initiation of this program which was started in such a modest way in 1934 and 1936 than the gentleman from Nebraska [Mr. STEFAN]. With the permission of the gentleman from Ohio, I would like to say I have refreshed my memory and in response to his question with the respect to diversion that the committee, as disclosed by the hearings, was advised, as I have already stated, that 21 of the States now have a constitutional inhibition against diversion and that the provisions of the Federal Aid Act of 1934 against diversion still obtain.

Mr. STEFAN. I thank the gentleman from Mississippi, as well as the distinguished gentleman from Ohio.

Mr. MCGREGOR. I might say to the distinguished gentleman from Nebraska that I, too, recall distinctly his activity with respect to the farm-to-market secondary roads. I am sure it will do his heart good, as well as the heart of the gentleman from Ohio who is now speaking, when our chairman tells us that today he has been advised by the Public Works Administration that our county commissioners and township officials and local officers are going to be given some consideration when the road program is mapped out. They will have some say as to when the money is to be spent, and that, Mr. Chairman, is the intent of Congress.

Mr. STEFAN. I want to thank the greatest booster of the farm-to-market roads that the State of Ohio ever had.

Mr. MCGREGOR. I thank the gentleman very kindly.

Mr. Chairman, in my opinion, this bill must pass. There are some amendments which will probably be suggested because I think the House should decide whether or not they want to start on the 75-25 matching basis or continue the 50-50 matching basis. I think we should decide whether or not we want to increase this authorization \$120,000,000. Personally, I recognize the tremendous need for an adequate highway program.

(Mr. MCGREGOR asked and was given permission to revise and extend his remarks.)

Mr. WHITTINGTON. Mr. Chairman, I yield 10 minutes to the gentleman from Texas [Mr. PICKETT], a member of the committee.

Mr. PICKETT. Mr. Chairman, for the third time in the history of our Government, we have under consideration a comprehensive bill to further Federal aid on the primary, secondary, and urban highways of this Nation. There is no substantial change in the provisions of this bill from that contained in the original act.

A brief review of the history of Federal aid in the construction of our highway system will call to mind that the basic act, commonly known as the Federal-Aid Road Act, was approved July 11, 1916. Since that time, great progress has been made by the program of mutual assistance between the Federal, State, and local units of government in the construction of main highways, farm-to-market roads, as the secondary or feeder system of roads is usually called, and urban-highway development. However, it was not until the Federal-Aid Highway Act, approved for the postwar period became effective in 1945 that any substantial emphasis was laid on farm-to-market road improvement by the combined efforts of National, State, and local governments.

Because of the benefits derived from the improvements by hard-surfacing and better construction of the farm-to-market road system by those who live both in the towns and in the country; because of the importance of continued development and expansion of that program to the economy of this Nation, I want to emphasize that phase of the subject.

I note with some pride that the first money made available for allocation to the farm-to-market road system was appropriated after I came to Congress, the date of approval being December 28, 1945. That appropriation was made by Public Law 269 of the Seventy-ninth Congress.

The act authorizing money to be appropriated permitted the expenditure of \$150,000,000 per year of Federal funds, for each of the three postwar fiscal years of 1946, 1947, and 1948. The funds were to be apportioned among the several States on the basis of a formula written into the bill. The formula provided the apportionment should be made as follows:

One-third in the ratio which the area of each State bears to the total area of all the States; one-third in the ratio which the rural population of each State bears to the total rural population of all the States, as shown by the Federal census of 1940; and one-third in the ratio which the mileage of rural delivery and star routes in each State bears to the total mileage of rural delivery and star routes in all the States.

The act provided in effect that the moneys allocated under that formula to be spent in the respective States should be matched by State and other funds on a 50-50 basis, except for rights-of-way costs.

In 1948 the Congress enacted the Federal Aid Highway Act of that year carrying authorizations for each of the fiscal years ending June 30, 1950 and 1951.

The same fundamental principles were contained in that authorization as were written in the original act, although the sum of money authorized was not quite so large.

Your committee, of which I have the honor to be a member, is again recommending to the Congress the extension of the principles of Federal aid that have been incorporated in the two preceding acts. This bill provides for \$150,000,000 per year of Federal money to be allocated to the States under the same formula as the previous law for farm-to-market roads.

While the sums allocated to the various States are substantial in keeping with the application of the formula written into the law, my own State of Texas will receive a far larger sum than any other State for farm-to-market road purposes during each of the years involved. That is the result of the physical facts: Texas is the largest State in area; more than one-half of its population lives in rural areas; and it has the greatest mileage of rural delivery and star routes of any State. Texas will receive, according to the estimated apportionment, the sum of more than \$10,000,000 per year for each of the 2 years to be used in the construction of farm-to-market roads. That amount of money will be matched by the State in the required proportions. Therefore the total sum of money to be available for farm-to-market roads for the 2 years in question will exceed \$20,000,000 per year.

While the sum involved is large, the need is far greater. Since the program began during my service in Congress, it has been diligently prosecuted. We have completed construction of 6,099 miles of farm-to-market roads in Texas in 4 years. The mileage programmed and in some stage of advancement, but not yet completed, totals 2,452. That in itself is a substantial accomplishment, but there are thousands of miles yet to be improved. Many miles of roads are in the planning stage and will be constructed in due course under an orderly program.

We in Texas have our share of the total number of motor vehicles registered during the year 1949 throughout the Nation. According to the best evidence available the number in the United States approximated the all-time record of 44,350,000. Along with our share of that staggering number of motor vehicles traveling the highways, we in Texas have our portion of the hazards of highway travel and sustain our portion of accidents resulting in death and injury to persons and property destruction. Only by continued improvement in engineering and technique in construction, as well as by diligent application of sound principles of driving, can those hazards be reduced.

In order that continued progress may be made we must authorize and appropriate the Federal funds for farm-to-market road improvement. I am glad to add my endorsement of a continuation of the Federal aid highway program in general, and the farm-to-market road system in particular. By passing this bill we continue the road to prosperity

for those who bring their produce from the farm to the market place in town, transport our children in safety and comfort to their schools, carry the mail to the rural homes with dispatch, and travel to worship in our churches in security.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. PICKETT. I yield gladly.

Mr. WHITTINGTON. Is it not true that respecting the provisions of this bill as to existing law, as well as respecting the provisions that have been embraced in this bill for the first time, every section of this bill was carefully considered by the committee and by the full committee, and the committee had the benefit not only of the advice of the counsel for the committee but the benefit of the advice of the counsel for the Bureau of Public Roads. That advice was considered before these sections were adopted one at a time by the committee and embraced in this bill?

Mr. PICKETT. As is always the case, my chairman is eminently correct. May I say further that we had not only the advice and counsel of those persons and groups to whom the chairman has referred, but we had that of highway engineers and other experts throughout the United States during the course of the hearings prior to the committee's consideration of the bill in executive session.

Mr. DONDERO. Mr. Chairman, I yield 5 minutes to the gentleman from Iowa [Mr. CUNNINGHAM], a member of the committee.

Mr. CUNNINGHAM. Mr. Chairman, I wish to concur in what has been said already by other members of the committee regarding our distinguished and able chairman, the gentleman from Mississippi [Mr. WHITTINGTON]. He has rendered valuable service to his committee, to the Congress, and to the country; and I regret that he will not return to Congress in the future.

This bill, H. R. 7941, is basically a re-enactment of the law first passed in 1944 and extended in 1948. As pointed out by the gentleman from Ohio and others, the only difference is some variation in amounts. The amount for the farm-to-market roads will be the same as it was started in 1944. At that time it was stated that the measure would give for the farm-to-market roads seven times more Federal aid in any 1 year than had ever been given in any previous legislation by this Congress.

This is a good bill; it is one that is necessary for the social and economic development of the United States. I predict that this bill, which extends previous law, will serve as a basis for all Federal-aid highway legislation for a long time to come.

I have jotted down some reasons why this legislation is necessary, although I recognize there are others who think it should be larger in amount as well as those who think it should be less; but, certainly, the sum arrived at in this bill and as agreed upon unanimously in the committee is a substantial and fair amount at the present time, although in the future, if I understand properly the picture according to the testimony, it will be necessary to authorize larger

amounts than called for in this measure.

There are today over 12,000,000 more motor vehicles using the highways of the United States than there were in 1940. Obviously this calls for new and improved and better highways if we are to give them the facilities they are entitled in connection with the use of our highways and to do the job they are supposed to do. We are collecting today from the highway users more money than has ever been collected in the form of excise taxes, paid into the Federal Treasury from the gasoline tax, the tax on lubricating oils, tires, tubes, new automobiles, and automobile parts. I do not know what it will be for the present fiscal year, but the estimates are it will exceed \$1,200,000,000, possibly as much as a billion and a half and maybe more.

So, generally, this bill, as well as the law in the past that we are extending, is only giving back to the highway users approximately one-third of the money they have paid into the Federal Treasury. That is not exorbitant. In fact, if we do not give back more proportionately in the future to what they are paying in now I do not see how we can keep the highways in the State of repair that will be necessary for the automobile traffic.

Another point, Mr. Chairman, why this measure is necessary is the way the highways are wearing out. You all realize that the majority of the paved highways and hard-surfaced roads in the United States today were built about 20 to 25 years ago. Someone told me the average is about 23 years. They are beginning to wear out. They are wearing out rapidly today and a tremendous amount of work will be necessary to rehabilitate them and to keep them in the state of repair they have been in in the past without building new ones. It has been estimated that at the rate these highways are now wearing out it will take more money each year than is authorized by this bill or in the previous pieces of legislation just to keep the present highways in a proper state of repair without widening them and without building more highways.

Mr. Chairman, certainly with those facts before the Committee of the Whole there is no reason why this bill should not be passed by an overwhelming vote. The country needs it.

The CHAIRMAN. The time of the gentleman from Iowa has expired.

Mr. WHITTINGTON. Mr. Chairman, I yield 5 minutes to the gentleman from Alabama [Mr. JONES].

(Mr. JONES of Alabama asked and was given permission to revise and extend his remarks.)

Mr. JONES of Alabama. Mr. Chairman, in the consideration of this bill before the committee one of the most refreshing things to come to my attention was the fine relationship that existed between the various State highway departments and the Bureau of Public Roads. It attested the splendid work that had been done by these two organizations in bringing about a program of highway construction and reconstruction throughout the various States. From that wealth of intercourse between those two agencies, most of the changes

proposed in this bill have been advanced through the interchange of ideas and working together.

It is a fine demonstration of teamwork, of the ability of the Federal Government with its Federal aid program and the States to carry out a program that will inure to the national interest. There is nothing in this bill that will impair those relationships, there is nothing that will incite differences between the agencies that I have mentioned. The bill keeps that fine relationship intact.

One of the tremendous problems that we faced in the committee and that probably is faced by every committee in the consideration of legislation of prime importance to the country, was to keep in mind the thought in these days of peril that we must give a proper accounting of our action in relationship to national defense. So it was that we wrote into the bill section 2, that authorizes \$70,000,000 to be spent on the interstate highway system. This interstate highway system is comprised of some 40,000 miles of roads. It was brought about by the Highway Act of 1944, section 7. This was the result of the studies that had been made by the State highway departments and the Bureau of Public Roads, and of course took into consideration the highway needs of national defense.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. JONES of Alabama. I yield to the gentleman from Mississippi.

Mr. WHITTINGTON. In connection with the interstate highway system, the hearings disclose that for the fiscal year 1949 the improvements on that system accounted for 30 percent of the total amount programmed for primary and urban roads? Twenty-three percent of the primary funds and 46 percent of the urban funds were interstate improvements.

In that connection, it is fair to say that the purpose of this \$70,000,000 was to enable the most speedy completion of the interstate system, in which all of the people of the country are interested, and at the same time to make available to the States funds, much needed otherwise, that they need on their State primary, secondary, and urban systems.

Mr. JONES of Alabama. I appreciate the distinguished chairman's observation. The explanation he has given is my understanding of the situation we considered in the committee, and which prompted the inclusion of this section.

Mr. WHITTINGTON. Those who feel that there is an increase here might well keep in mind that during the war those municipalities, the communities where there were roads constructed and reconstructed in aid of the war effort, received 75 percent Federal aid, so that there is nothing new in this 75-percent proposition. This interregional highway system is essential to our national defense.

Mr. JONES of Alabama. The gentleman's observation reminds me of the military maxim of N. B. Forrest. After the War Between the States the great Confederate general was queried on what he attributed his great military successes to. He stated that his military

successes were based upon the theory of getting there first with the most.

So it is with a national highway bill. The measure of the success of a national defense highway system depends on the ability to mobilize and get to a fixed point with the least amount of time, trouble, and inconvenience. So it is that we have given thought to adequately preparing our national defense by building up a fine highway system that will connect this Nation from one end to the other.

As has been repeatedly stated by members of the committee who have spoken on this bill, it is evident that there are not sufficient moneys to do all the things we would like to see done. We would like to see an even greater expanded program for rural roads and the immediate relief of urban traffic problems, which are manifold, and certainly are obvious to all who use the city streets in the large municipalities of our country. We would like to see other improvements made. But we realize that in view of the overall situation this bill will give assistance and get the program once more on a sound footing.

So, Mr. Chairman, I support this measure. I know the passage of this bill will contribute to the economic growth and well-being of our great Republic.

Mr. WHITTINGTON. Mr. Chairman, I yield 5 minutes to the gentleman from New Mexico [Mr. FERNANDEZ].

Mr. FERNANDEZ. Mr. Chairman, on tomorrow the Subcommittee on Indian Affairs will have before it the top officials of the Bureau of Indian Affairs, to discuss the resolution introduced by the distinguished gentlewoman from Utah [Mrs. Bosone], in an effort to determine what steps are being taken and what steps can be taken, to relieve the American Indians as soon as possible from the restrictions, the hardships, and the burdens of wardship, and to relieve the Government from all unnecessary activities over the several Indian tribes. I predict that these discussions will be very important and productive of some profound changes in our Indian policy.

I hope that in those discussions, consideration will also be given to some more immediate problems and to the steps that need to be taken to relieve those problems pending the time when all restrictions and hardships imposed on the Indians by wardship may be totally ended.

There are tribes, such as for example the Taos Pueblo Tribe, where the rights of the individual Indian have been totally neglected.

It has become more and more evident that, so far as the individual Indian citizen in that Pueblo is concerned, he has absolutely no protection under our revered Bill of Rights.

For example, the Indians in that Pueblo have no right of assembly whatever. Young veterans who have attempted to hold meetings in the Pueblo for the purpose of discussing their common problems, have been prohibited from doing so by the tribal council. The superintendent, an official of the Government, who called a meeting together for the purpose of discussing ways

and means of providing space for GI training, was barred from attending the meeting by a road blockade thrown up at the gates of the reservation. The Indian veterans who desired to confer at a meeting with the superintendent, were forced to find byways in the middle of the night to avoid the road blockade and hold their meeting outside the Pueblo with their own superintendent. Some of them were forced to break a human blockade standing arm to arm across the road by driving a car in low gear through that blockade.

They have been forced to organize and attend GI classes outside the reservation, in defiance of the tribal authorities who prohibited it.

They have no freedom of worship in the religion of their choice. On the contrary, their children are taken out of schools to carry out religious duties imposed upon them by the council in their ancient religion, even though they now belong to and believe in some other religion.

The council has interfered with their right to vote at State and general elections by the threat of arrest and fine. Last year the Governor, who insisted on registering as a citizen for the general election, was forced to resign as governor of the pueblo because of his refusal to arrest others who were registering and because of his own determination to himself register for the election.

They have no right of trial by jury, no right of appeal, and in fact no adequate courts of any kind to deal justly with them and with their problems.

They have no right to install electricity in their own homes; they have no right to install telephone services in their own homes; they have no right to install water facilities in their own homes. This is effectively denied them by the council on the theory that it violates ancient customs of the pueblo.

Although individual Indians have been assigned their little tracts of land on which they have built their homes, they are restricted in the improvements they can make in their own homes and restricted in the control over their own places of abode. The council has undertaken to eject from the reservation Indians from other tribes who have intermarried with Taos Pueblo Indians, who have lived therein in the homes of their spouses for many years, and have children as the result of such marriage. The Federal court has sustained the right of the pueblo to eject those people, thereby effectively also ejecting the Pueblo Indian spouses and the children of such marriage.

All of this has been done arbitrarily by the council.

The Pueblo Indians have no right of self-government, in that no popular elections are permitted, the council members who do the governing being either hereditary members or members added to the council from time to time through selection by the council itself.

The tribe has no constitution written or otherwise, has no ordinances or rules written or otherwise, and has refused to permit the adoption of a constitution for the government of their people, and

has refused to permit assemblies for the discussion of any such matters. It rules without constitution and without laws through arbitrary interpretation of customs, respecting the validity of which the council and the governor are the sole judges.

Indians who in any way fail to submit to that kind of rule are harassed, abused, and are entirely without protection. The council gives them none, and they have no appeal to State or any other courts. The council refuses to permit the submission of a constitution for these people.

We have thrust upon the Indians the rights, duties and responsibilities of citizens, and yet we continue to deny them the most elementary civil rights.

Unless some action is taken by the subcommittee to investigate and act upon this deplorable situation, it is my intention to introduce a bill in the nature of a bill of rights for these unfortunate Indians, in order that they may have a forum where they may have the right to be heard about their desperate situation. It is my intention to introduce a bill that will give them the protection any ordinary citizen is entitled to in the sanctity of his own home. Too long have we upheld the rights of the tribal councils, wholly failing to protect the rights of the individual Indian. The Bureau of Indian Affairs has completely failed in any progressive thinking that will extend to the individual Indians, limiting themselves to creating power between themselves and the tribal councils. The Government pays attorneys and expenses for the protection of the rights of the tribal authorities, and no action and no thinking is directed toward the most elemental rights of the Indian citizens themselves. By the authority of the Federal Government we have forced these people to live under the most autocratic dictatorship.

I have patiently waited on a request transmitted by me to the Indian Office on behalf of veterans in the Taos pueblo for a ruling to the effect that the Indians in that pueblo have at least the right to assemble and discuss their problems among themselves. I have patiently waited only to be advised that there are rulings and opinions from the solicitors which prevent the Bureau of Indian Affairs from writing a letter or an order declaring such right, which the Indian people can present to their council in their efforts to exercise at the very least the right to assemble. We cannot wait forever. The Indians are patient and I am patient, but there comes a time when action is demanded. It is with regret that once again I have to take the floor to say things that will be interpreted and criticized as an attack on the Bureau of Indian Affairs. No one appreciates more than I do the difficulties and the problems confronting the Bureau of Indian Affairs, but when they are unable to move even in the most simple request, and to find a solution to such a request, I can hold back no longer.

(Mr. FERNANDEZ asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The Clerk will read the bill for amendment.

The Clerk read as follows:

Be it enacted, etc., That for the purpose of carrying out the provisions of the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), and all acts amendatory thereof and supplementary thereto, there is hereby authorized to be appropriated the sum of \$500,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953.

The sum herein authorized for each fiscal year shall be available for expenditure as follows:

(a) \$225,000,000 for projects on the Federal-aid primary highway system.

(b) \$150,000,000 for projects on the Federal-aid secondary highway system as set forth in paragraph (b) of section 3 of the Federal-Aid Highway Act of 1944 (58 Stat. 838), as amended or supplemented by the Federal-Aid Highway Act of 1948 (62 Stat. 1105).

(c) \$125,000,000 for projects on the Federal-aid highway system in urban areas.

The said sums, respectively, for any fiscal year, shall be apportioned among the several States in the manner now provided by law and in accordance with the formulas set forth in section 4 of the Federal-Aid Highway Act of 1944, approved December 20, 1944: *Provided*, That the census figures used in making said apportionments shall be those shown by the latest available Federal census.

Any sums apportioned to any State under the provisions of this section and under the provisions of section 2 hereof shall be available for expenditure in that State for two fiscal years after the close of the fiscal year for which such sums are authorized, and any amount so apportioned remaining unexpended at the end of such period shall lapse: *Provided*, That such funds for any fiscal year shall be deemed to have been expended if a sum equal to the total of the sums apportioned to the State for such fiscal year is covered by formal agreements with the Commissioner of Public Roads for the improvement of specific projects as provided by this act.

Mr. WHITTINGTON. Mr. Chairman, I move that the Committee do now rise. The motion was agreed to.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. KARSTEN, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, had come to no resolution thereon.

THE WHISTLE-STOP CAMPAIGN

(Mr. RICH asked and was given permission to extend his remarks at this point in the Record and include an article entitled "The Whistle-Stop Campaign.")

Mr. RICH. Mr. Speaker, let me insert this article by a good old Democrat on The Whistle-Stop Campaign:

THE WHISTLE-STOP CAMPAIGN

The wheels of the old Pendergast machine recently rolled across the Nation with the Chief aboard dropping a little oil here and there.

The Chief is for everything the taxpayers can pay for plus a balance that goes on the

cuff. Nowhere did men and women, who have something to think with, hear him reiterate F. D. R.'s safe and sane platform of 1932 which was ballyhooed when F. D. R. toured the Nation preaching economy and promising to run the bureaus out of Washington.

But after March 4, 1933, F. D. R. threw the platform into the ashcan and got out the alphabet soup which he ladled out from the Three A's to X Y Z, and he set up so many bureaus that the boys had to find office space all over the Nation. The greatest spending spree was the order of day and night.

Prior to and during this time the Boys from Moscow were crying for recognition. Neither Coolidge nor Hoover would lend an ear. But Joe took control by bullets instead of ballots, and then—who admitted this Al Capone gangster? You guessed it—The New Deal.

In 1915 and 1916 Paris and London sold the U. S. A. a fine bill of goods when we joined them to destroy the Kaiser and save the world. The doughboys threw in their weight and won the war. After this job was done Wilson set up a peace treaty, and then the boys had to pay most of the bills too, with Paris and London running out on their payments.

Then Hitler came into power and built up a war machine. Colonel Lindbergh made a tour of Germany and returned and reported the facts. Washington only sneered at him. And then Hitler marched into the Ruhr while neither Paris nor London made any effort to stop him. In the second act, Hitler made a corridor through Poland and signed up a teammate—Uncle Joe of Moscow. Joe's boys overran the helpless small nations and helped sack Poland while Hitler was doing all right in the west with France knocked out and England on her knees.

In London, Winston Churchill—the greatest salesman on earth—said, "Give us the materials and we will do the job." He got the materials. Then he wanted the money. The United States of America piped over. Then he wanted the men. The flower of our youth was again conscripted and the greatest Army and Navy in the world was set up until D-day, when Hitler was driven out of France and the GI's marched across Germany and would have captured Berlin. But they were held back so Joe's boys could march in with the implements of war and money and know-how furnished by good old Uncle Sucker.

With MacArthur alone knocking out the Japs, Uncle Joe never turned a hand to help, but F. D. R. went to Yalta and permitted Joe to come in for the glory after the Japs were defeated.

Hitler and Stalin both got their power through gansterism and knew each other's tricky methods, so when these two fell out among themselves we saddled ourselves with Pal Joe. Mothers and fathers often wonder why their sons were snatched away from them to leave their bones scattered all over the world to win a pair of wars we did not promote.

When a nation has the greatest army and navy, plus the atomic knowledge, it would seem that a smart administrator could say to Joe, "This is the Second World War we won, we saved you, and now—by gad—we are going to draw the lines and write the peace treaty." Did we do this? No. Bungling Washington junked the Navy and air power and reduced the Army, and Joe is riding high and handsome in Germany. And another conscription bill is in the hopper to recruit another million young men to go over and eventually fight Pal Joe. Who has been the boss in Washington since 1933?

We won both wars. But since 1945 we have had a pipeline from the United States Treasury and our resources are flowing everywhere.

We do all this in the name of democracy, but we have been financing a socialistic

government in England, and the Chief is riding around telling the people what his Fair Deal is going to do for them.

As Al Smith always said, let's take a look at the record. When you stop and think, we never had a Federal income tax, nor an inheritance tax until Woodrow Wilson was President, and that the country was in fine shape without these taxes and had a small national debt. Now we have had two unnecessary wars and after 5 years of supposed peace, we have the same war taxes on our wages, our food, clothing, and practically everything we buy, and the national debt is so big and even if the Federal workers were reduced by half, the generations born today will not see a penny of the wasted money returned to the Treasury. It is to be regretted that the Chief at the whistle stops did not tell the people about what has happened under the administrations of F. D. R. and H. T. But the people are waking up, and know we need men to run the show, the type of men now in the limelight such as Bryan and Tarr.

The Chief's Chicago production was "corny" with a lot of "hams" on the bill.

EXTENSION OF REMARKS

Mr. SHORT asked and was given permission to extend his remarks and include an article entitled "Water Resource Projects and the Budget" which exceeds two pages and is estimated by the Public Printer to cost \$218.68.

Mr. SMITH of Wisconsin (at the request of Mr. BARRETT of Wyoming) was given permission to extend his remarks in three instances and include extraneous matter.

Mr. VAN ZANDT asked and was given permission to extend his remarks and include a speech delivered by him at Du Bois, Pa., last night.

Mr. HESELTON asked and was given permission to extend his remarks and include an editorial.

Mr. GAMBLE asked and was given permission to extend his remarks and include a speech.

Mr. MILLER of Nebraska asked and was given permission to extend his remarks.

Mr. JENSEN asked and was given permission to extend his remarks and include a letter and an article from the Malvern (Iowa) Leader.

Mr. MCGREGOR asked and was given permission to revise and extend the remarks he made in the Committee of the Whole.

Mr. PHILBIN asked and was given permission to extend his remarks and include certain resolutions.

Mr. DONOHUE asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. FURCOLO asked and was given permission to extend his remarks and include an editorial, also extraneous matter.

Mr. ROOSEVELT asked and was given permission to extend his remarks and include a statement by Mr. Justice Jackson of the Supreme Court of the United States.

Mr. MURPHY (at the request of Mr. PRICE) was given permission to extend his remarks.

Mr. KEOGH (at the request of Mr. PRICE) was given permission to extend his remarks and include an address of Hon. WALTER A. LYNCH.

S. 3424

IN THE SENATE OF THE UNITED STATES

MAY 18 (legislative day, MARCH 29), 1950

Referred to the Committee on Public Works and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. BRIDGES to the bill (S. 3424) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz: On page 22, beginning with line 7, strike out all through line 5, page 24, and insert in lieu thereof the following:

- 1 (c) The \$148,000,000 shall be allocated to the States,
- 2 and in turn to the counties or parishes or towns of each
- 3 State, on the same formula presently employed for dis-
- 4 tribution of secondary road moneys to the States, and the
- 5 Commissioner of the Bureau of Public Roads shall advise
- 6 the highway commission of each State of the allocation by
- 7 States and counties or parishes or towns six months before
- 8 the beginning of each fiscal year: *Provided*, That if any
- 9 county or parish or town is unable to participate, the funds

1 apportioned to that county or parish or town under (c)
2 shall be distributed evenly to the remaining participating
3 counties or parishes or towns with the approval of the State
4 highway department of the State and the Commissioner of
5 the Bureau of Public Roads: *Provided further*, That if the
6 total Federal, State and county, parish or town fund does
7 not amount to \$5,000 the funds may accrue until such
8 amount is available.

9 (d) No county or parish or town shall be eligible for
10 participation in the benefits of this section unless it has in
11 its employ a county engineer: *Provided*, That two or more
12 counties may join cooperatively in employing a county engi-
13 neer who shall devote the major part of his activities to
14 road activities: *Provided further*, That the engineer so em-
15 ployed shall be a competent road construction and main-
16 tenance engineer or technician: *Provided further*, That not
17 more than five counties may join in the hiring of an engineer
18 for participation in the benefits of this section: *And provided*
19 *further*, That in States where the construction and mainten-
20 ance of local rural roads is the legal responsibility of the
21 elected governing officials of the town the State highway
22 commission may provide engineering services to enable the
23 towns to participate in the benefits of this section.

24 (e) In the construction of roads under this section, the
25 Federal Government through the Commission of Public

1 Roads shall bear 40 per centum of the cost; the State shall
2 bear 25 per centum of the cost, and the county or parish
3 or town shall bear 35 per centum of the cost: *Provided, That*
4 the cost to the Federal Government shall not exceed \$4,000
5 per mile.

6 (f) The State highway commissions or State highway
7 engineer of the States shall in cooperation with the engineers
8 of the counties or parishes or towns and/or the elected gov-
9 erning officials of the counties or parishes or towns determine
10 reasonable and practical standards of construction which will
11 provide for improved rural roads and of economical construc-
12 tion. Such standards shall be filed with the Bureau of Public
13 Roads by counties or parishes or towns not less than six
14 months before the start of any fiscal year.

15 (g) The counties or parishes or towns of the States
16 shall enter into formal agreement with the State highway
17 departments that the county or parish or town will maintain
18 at its own cost any roads built under terms of this section
19 unless the State elects to maintain said road. If the county
20 or parish or town fails to maintain a road built under this
21 section, the Bureau of Public Roads shall withhold further
22 allocations to that county or parish or town until the agree-
23 ment is fulfilled to the satisfaction of the State highway
24 department and the Bureau of Public Roads.

AMENDMENT

Intended to be proposed by Mr. Bridges to the bill (S. 3424) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

May 18 (legislative day, March 29), 1950
Referred to the Committee on Public Works and
ordered to be printed

close to this hospital so they could be near to the institution giving them attention and hospitalization. I earnestly protest the closing of this hospital.

In your address Monday night in Chicago you spoke of the great Northwest and its bright future. You spoke of the great future for our wonderful country. You spoke of how much you wanted equal opportunity for everyone in the United States. What is the future for these men striving to regain their health, to recover, to come back, at Birmingham? They are thinking of their future and their opportunities. How can we give them equal opportunity? Can it be done by closing this hospital they need so desperately?

They gave of themselves that we might have victory and the chance to enjoy a free country, where there might be equal opportunity. Before the battle this Government promised everything to these boys who faced the enemy's steel. Now that the battle is over and won, it is convenient to forget. In view of their sacrifice, considered together with the Nation's foreign rehabilitation program, can the closing of the Birmingham Hospital be construed as economy? I know this situation. I know many of the men fighting for their equal opportunity at this hospital. I appeal to you for action to prevent the closing of the Birmingham Veterans' Hospital.

EDITH NOURSE ROGERS,
Member of Congress.

PERMISSION TO ADDRESS THE HOUSE

Mr. D'EWART. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Montana?

There was no objection.

DEDICATION AND REDEDICATION OF GRAND COULEE DAM

Mr. D'EWART. Mr. Speaker, all of us have noted with interest the accounts of the President's recent tour of the Northwest, the nonpolitical objective of which was said to be the dedication of a generator or some similar equipment at Grand Coulee Dam. I have also heard reports, which my recollection tells me are correct, that this is the fifth or sixth, or perhaps the ninth, time that Grand Coulee, or some component part of the structure, has been subjected to dedication by high dignitaries. It seems to me that the secretary, or whoever he is, in charge of dedications is in a rut.

I want it clearly understood that I am not suggesting another stumping tour for Mr. Truman. He managed to travel about twice as far in Montana this time as any other traveler who crosses the State by rail. But if there is occasion for another dedication ceremony, and if a worthy person could be found to do the honors, I think we should consider the fact that Glacier National Park, so far as the records show, has never been dedicated officially for the use and enjoyment of the American people.

Glacier National Park, as you know, is one of the proud attractions of Montana. There is no comparable region in the world, certainly not in our country. It is a park of rugged mountains, high glaciers, beautiful forests such as we have in no other place. Hundreds of thousands of Americans have been thrilled by its grandeur, and we in Montana who know it well always have a yearning to

visit it each summer for as long as possible. We are getting along quite well without the folderol of formal dedication, but I think it should be borne in mind when dedications are considered that it really is not necessary to stage these repeat performances at Grand Coulee. We would be glad to welcome you all to a proper ceremony at Montana's Glacier National Park.

PERMISSION TO ADDRESS THE HOUSE

Mr. RICH. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

DEBT AND THE BALANCED BUDGET

Mr. RICH. Mr. Speaker, I have been wondering the last few years just when it became honorable to create debt, when it was the wise and sensible thing to put the people of this country into debt, or even to put yourself into debt so far that you are not going to be able to pay it.

I am appalled when I realize that this Congress, the Eighty-first Congress, or we might term it "the Eighty-worst Congress" is going to be \$7,000,000,000 in the red this year, and when I realize that you expect your children and your children's children, and your great-great-grandchildren to pay the bill that you are not big enough to attempt to pay, I think it is a terrible state of affairs, and I do hope and wish that the Congress and every Member of Congress regardless of whether he be Democrat, Dixiecrat Republican, or whether he be liberal or conservative, if he calls himself an American, will strive to balance the budget and save creating debt for our children to pay.

FLATHEAD INDIAN IRRIGATION PROJECT

Mr. MORRIS. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (H. R. 8199) to amend certain provisions of the act of May 25, 1948 (Public Law 554, 80th Cong.) relating to the Flathead Indian irrigation project.

The Clerk read the title of the bill.

Mr. D'EWART. Mr. Speaker, reserving the right to object, will the gentleman explain the bill briefly?

Mr. MORRIS. The bill (H. R. 8199) amends certain provisions of the act of May 25, 1948 (Public Law 553, 80th Cong.) by extending the period of time allowed the irrigation districts of the Flathead Indian irrigation project to execute new repayment contracts. This merely extends it to a later date.

Mr. D'EWART. Mr. Speaker, I withdraw my reservation of objection.

Mr. RICH. Mr. Speaker, reserving the right to object, as I understand, the bill extends time for the contracts to be completed without any additional work being done.

Mr. MORRIS. I will ask the author of the bill to answer the question.

Mr. MANSFIELD. No additional funds are involved. This is a renegotiation. The original contracts expire

the 24th of this month, hence the need for immediate action.

Mr. RICH. They are not going to do something now by the extension of this act that will permit some new project to come in under this bill that will create additional expense in order to be completed?

Mr. MANSFIELD. Not in the least.

Mr. RICH. In other words, this ends it when the time limit has expired?

Mr. MORRIS. Yes.

Mr. RICH. Thank goodness we end something very soon.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There being no objection, the Clerk read the bill, as follows:

Be it enacted, etc., That the repayment adjustments and other provisions of sections 1 and 2 of the act of May 25, 1948 (Public Law 554, 80th Cong.), providing for the adjustment of irrigation charges on the Flathead Indian irrigation project, Montana, and for other purposes, shall be effective as to lands included in any irrigation district which has or which shall have entered into a contract by May 25, 1951, as provided for in said act. Said act as herein amended shall not be deemed to defer the repayment obligations provided for in existing contracts between the Secretary of the Interior and any irrigation district on the Flathead Indian irrigation project which has not entered into a repayment contract conforming to the provisions of the act of May 25, 1948, as herein amended, unless and until such district shall have entered into such a contract: *Provided,* That the provisions and requirements of section 5 of said act shall be effective when an irrigation district or districts containing not less than 70 percent of the irrigable acreage of the non-Indian lands within the Flathead Indian irrigation project shall have entered into repayment contracts under said act.

With the following committee amendments:

Page 1, line 9, strike out "by May 25, 1951, as provided for in said act" and insert in lieu thereof "conforming to the provisions of said act on or before May 25, 1951."

Page 2, line 9, strike out "provisions and requirements of section 5 of said act shall be effective" and insert in lieu thereof "appropriation authorizations of said act shall be effective, and moneys appropriated thereunder shall be available for expenditure."

The committee amendments were agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

SPECIAL ORDER GRANTED

Mr. STEED was given permission to address the House for 10 minutes on Monday next, following the legislative program and any special orders heretofore entered.

PERMISSION TO ADDRESS THE HOUSE

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

[Mr. RANKIN addressed the House. His remarks will appear hereafter in the Appendix.]

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

THE GOVERNMENT DEFICIT

Mr. McCORMACK. Mr. Speaker, the gentleman from Pennsylvania [Mr. RICH] wanted to rise in the defense of the gentleman from Michigan [Mr. DONDERO]. I think the gentleman needs to defend himself in relation to the speech he made a few minutes ago about the Government deficit, because that deficit is caused by the tax bill which the Republican-controlled Eightieth Congress passed and for which the gentleman from Pennsylvania [Mr. RICH] voted.

Mr. RICH. Mr. Speaker, will the gentleman yield?

Mr. McCORMACK. I yield to the gentleman from Pennsylvania.

Mr. RICH. I want to say that we gave the people of this country an opportunity to get their taxes reduced. All the gentleman is doing is spending money. He does not want to economize.

PERMISSION TO ADDRESS THE HOUSE

Mr. MILLER of Nebraska. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Nebraska?

There was no objection.

THE GOVERNMENT DEFICIT

Mr. MILLER of Nebraska. Mr. Speaker, the majority leader of the House has spoken about the tax bill passed by the Eightieth Congress. I call his attention to the fact that the membership on his side helped to override the President's veto on that tax bill and that it did give relief to some 7,000,000 taxpayers, besides the aged and the blind. The Eightieth Congress balanced the budget, made a big payment on the national debt and cut taxes.

I would ask the majority leader, if he objects so seriously to the tax bill that was passed for the relief of the people of the United States whether he has prepared any bill that would replace the tax on these same people. He and the administration ought to keep faith and get behind legislation to raise taxes—they have a majority of 90 in the House. They should act as they talk if sincere about the tax bill of the Eightieth Congress.

Mr. McCORMACK. I voted against that tax bill.

Mr. MILLER of Nebraska. But your party helped to override the President's veto—perhaps you lost control of your party.

JOINT COMMITTEE ON NAVAJO-HOPI INDIAN ADMINISTRATION

The SPEAKER. Pursuant to the provisions of section 10 (a) of Public Law 474, Eighty-first Congress, the Chair appoints as members of the Joint Commit-

tee on Navajo-Hopi Indian Administration the following members on the part of the House: Mr. MURDOCK, of Arizona; Mr. MORRIS, of Oklahoma; and Mr. D'EWART, of Montana.

EXTENSION OF REMARKS

Mrs. KELLY of New York asked and was given permission to extend her remarks and include a speech by the gentlewoman from New Jersey [Mrs. NORTON].

Mr. BIEMILLER asked and was given permission to extend his remarks and include an address delivered by the President of the United States in Madison, Wis.

Mr. BIEMILLER asked and was given permission to extend his remarks in three instances and include extraneous matter.

Mr. CHRISTOPHER asked and was given permission to extend his remarks.

Mr. BARTLETT asked and was given permission to extend his remarks and include an editorial.

Mr. BREEN asked and was given permission to extend his remarks and include an editorial from the Dayton Daily News.

Mr. LANE asked and was given permission to extend his remarks in three separate instances and in each to include extraneous matter.

Mrs. ST. GEORGE asked and was given permission to extend her remarks in two separate instances and in each to include extraneous matter.

Mr. MASON asked and was given permission to extend his remarks and include George Sokolsky's defense of Louis Budenz.

Mr. MCGREGOR asked and was given permission to revise and extend the remarks he expects to make in the Committee of the Whole today and include various charts.

Mr. ANGELL asked and was given permission to revise and extend the remarks he expects to make in the Committee of the Whole today and include extraneous matter.

Mr. MARTIN of Massachusetts asked and was given permission to extend his remarks and include a letter from employees who are protesting against losing their employment.

Mr. PETERSON asked and was given permission to extend his remarks and include a poem and newspaper article.

Mr. LUCAS asked and was given permission to extend his remarks and include an article from the Weatherford Democrat by Claud Garner.

Mr. WALTER asked and was given permission to extend his remarks and include a speech delivered by Mr. GREEN.

Mr. MORRISON asked and was given permission to extend his remarks in two instances, in one to include a speech by Dr. Walter Adams.

Mr. MICHENER asked and was given permission to extend his remarks and include an editorial.

Mr. ELLIOTT asked and was given permission to extend his remarks and include a speech delivered by Dr. C. W. Williams, professor of history at the University of Alabama.

FEDERAL AID HIGHWAY ACT OF 1950

Mr. WHITTINGTON. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H. R. 7941, with Mr. KARSTEN in the chair.

The Clerk read the title of the bill.

The CHAIRMAN. When the Committee rose on yesterday, the Clerk had read through the first section of the bill.

Are there amendments to section 1? If not, the Clerk will read.

The Clerk read as follows:

Sec. 2. (a) For the purpose of expediting the construction, reconstruction, and improvement, inclusive of necessary bridges and tunnels, of the National System of Interstate Highways, designated in accordance with the provisions of section 7 of the Federal-Aid Highway Act of 1944 (58 Stat. 838), there is hereby authorized to be appropriated the additional sum of \$70,000,000 for the fiscal year ending June 30, 1952, and a like additional sum for the fiscal year ending June 30, 1953. The sum herein authorized for each fiscal year shall be apportioned among the several States in the ratio which the population of each State bears to the total population of all of the States as shown by the latest available Federal census: *Provided*, That no State shall receive less than three-fourths of 1 percent of the sum authorized to be apportioned for each year under this subsection, and the sum apportioned to each State may be utilized to pay the Federal pro rata share now authorized by law on account of any project on the National System of Interstate Highways, or may be used to increase the Federal payment on account of any such project financed with Federal-aid primary or urban funds by one-half of the State's share of the cost thereof over and above the regular Federal pro rata now authorized in such State.

(b) Any State that shall issue bonds and use the proceeds of such bonds for the construction of toll-free facilities in order to accelerate the improvement of the National System of Interstate Highways may apply any portion of the funds herein, or hereafter, authorized for expenditure on said system of highways and apportioned to such State under the provisions of this section to aid in retirement of annual maturities of the principal indebtedness of such bonds to the extent that the proceeds of such bonds are actually expended in the construction of said system of highways: *Provided*, That payment of Federal funds on the principal indebtedness of such bonds shall be made only on account of any such facility that is constructed in accordance with plans and specifications approved in advance of construction by the Commissioner of Public Roads: *Provided further*, That payment of Federal funds pursuant to this subsection shall not exceed the pro rata basis authorized by subsection (a) of this section: *And provided further*, That payments to any State pursuant to this subsection shall be made exclusively from apportionments to such State from funds authorized by the Congress to be apportioned for expenditure on said system of highways and this subsection shall not be

construed as a commitment or obligation on the part of the United States to provide such funds.

Mr. MCGREGOR. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. MCGREGOR: On page 3, line 6, strike out all of section 2 starting in line 6, page 3, and running down to and including line 2 on page 5.

Mr. MCGREGOR. Mr. Chairman, the amendment the Clerk has just read strikes out section 2, which refers to the allocation of \$70,000,000 for an interstate highway system under a new formula that is established in this enabling legislation. This formula is 75 percent Federal participation and 25 percent State.

Under the law that has been in existence for a number of years, we have a 50-50 matching basis. In other words, the Federal Government puts up 50 cents and the various States put up 50 cents. This covers all groups of roads. Under the bill before us for consideration now, section 2 sets aside \$70,000,000 for what is known as an interstate system, and in the allocation we have the Federal Government putting up 75 cents and the States 25 cents.

I think you will agree with me that every State is better fixed financially than our Federal Government, so why should we ask the Federal Government to put up 75 cents for a special road program and the States only 25 cents for this program? If that formula is good for the interstate highway system, why is not that formula good for the other highway systems as, for instance, the farm-to-market roads, the primary roads, and other systems?

Mr. JONES of Alabama. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. JONES of Alabama. The gentleman from Ohio is not proposing, is he, that we change the formula with respect to other roads such as the farm-to-market roads, rural roads, and urban roads?

Mr. MCGREGOR. I am opposed to any changing of the existing formula, because the existing formula calls for a 50-50 matching clause. I do not think we should give preferential treatment, either, to one particular type of road. I might call to the gentleman's attention that the so-called interstate system represents only 20 percent of the road construction in the United States.

So why should we set aside \$70,000,000 in addition to the regular funds which will be allocated to them under the other formula if this special road system only represents 20 percent of the road mileage in the United States.

Mr. JONES of Alabama. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. JONES of Alabama. I am sure the gentleman recalls that the hearings disclosed approximately 30 percent of the total amount of the roads program in 1949 was for the interstate system. If this interstate system is going to serve the functions for which it was designed, then it is a Federal responsibility and it will eliminate a tremendous amount

of the matching on the part of the States. Therefore, since it is primarily a function of the Federal Government, that is the reason the formula was written as it was.

Mr. MCGREGOR. I recognize the argument that the gentleman makes. That argument has been proposed for a number of years by a group of individuals who want the Federal Government to pay more than the States. But why is this interstate system any more important than any other system? Your interstate system is going to carry individuals on a pleasure trip and perhaps may be a truck route, but why is it more necessary than the farm-to-market road which will bring the produce from the farm to the market? Why is it more necessary than the State system of roads. Mr. Chairman, there is one thing back of this whole program and that is a drive to break down the 50-50 formula for matching funds in our highway program and to start a definite program to change the matching formula from the now existing law of 50-50 to 75 percent to 25 percent.

I reiterate, Mr. Chairman, if you are going to establish a formula of 75-25 for the interstate system of highways, then why should it not be established for the other systems. I want to state unequivocally that I am opposed to the 75-25 formula whether it be for the interstate system of roads, or for the farm-to-market system of roads.

The CHAIRMAN. The time of the gentleman from Ohio has expired.

Mr. MCGREGOR. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Ohio?

There was no objection.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. GROSS. This \$70,000,000 which is set up here is merely foot-in-the-door legislation, is it not?

Mr. MCGREGOR. That is absolutely correct. The record will show that this \$70,000,000 is simply a drop in the bucket of the amount of money needed for the completing of the interstate highway system.

But, Mr. Chairman, as soon as we break down the existing formula, next year you are going to be asked to change the formula for all the road systems and then the Federal Government is going to have to put up 75 percent of a \$500,000,000 authorization, and the States that are wealthier and in a sounder financial condition than the Federal Government will only be putting up 25 percent.

Mr. DEWART. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. DEWART. Does not the gentleman agree with me that the formula under which this money is to be distributed is more favorable to the more populous States and less favorable to the thinly populated States?

Mr. MCGREGOR. That is correct.

Mr. DEWART. I believe that is another reason why this particular section should be revised.

I consider this a fair and equitable bill in all except section 2. It extends for two more years the present road program and adds in section 2 \$70,000,000 to be divided on a population basis. This \$70,000,000 for each of the fiscal years is for construction and improvement of the national system of interstate highways and is justified in part by national defense. I have no objection to this item or its purpose.

However, the sum is "apportioned among the States in the ratio which the population of each State bears to the total population of all the States, as shown by the latest available Federal census, but that no State shall receive less than three-fourths of 1 percent of the sum apportioned for each fiscal year."

The point I wish to make is that this formula is unfair to the sparsely settled States such as Montana. It should be apportioned on the basis of the mileage in each State. I fear under this formula my State, Montana, will get little money in proportion to the large number of miles of this class of road found in my State.

Mr. MCGREGOR. I want to call to your attention the fact that the various organizations which appeared before our committee were in opposition to this 75/25 formula. The various farm organizations are definitely opposed to the 75/25 formula.

I also refer you to the testimony of Mr. Miller on page 377. He represented the American Association of State Highways. I quote:

We felt then, and we feel now, that it surrenders a sound and definite procedure for a questionable and indefinite result.

Mr. JONES of Alabama. Mr. Chairman, will the gentleman yield?

Mr. MCGREGOR. I yield.

Mr. JONES of Alabama. The gentleman from Montana raised the point that the more populous States would receive a greater ratio of the participation by the Federal Government. As a matter of fact, in the State of Nevada you would have 91.34 percent Federal participation in this construction program. So, you would actually have more in such States as Montana and Nevada.

Mr. MCGREGOR. The chart is in the hearings and it will show just how much each State will gain by it and how much additional it will cost the Federal Government. But, Mr. Chairman, I reiterate this will be breaking down and starting a new policy and we will never know how much it is going to cost the Federal Government. If the State is of the opinion that the road is not worth half what it costs the State, then that road should not be constructed. Mr. Chairman, let us not start in on this new formula of 75 percent of Federal aid and 25 percent of State contribution. I hope my amendment will be accepted.

(Mr. DEWART asked and was given permission to revise and extend his remarks.)

Mr. WHITTINGTON. Mr. Chairman, if no other Member desires to be recognized on this amendment, I ask for recognition, and I ask unanimous consent that all debate on this amendment and all

amendments to the pending section close in 8 minutes, the same time that was allowed the gentleman from Ohio, and that I be recognized.

The CHAIRMAN. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. WHITTINGTON. Mr. Chairman, as stated in the report of the committee, this section authorizing appropriations to be apportioned among all of the States occurs for the first time in the pending bill, and the amount is \$70,000,000. Its purpose is to encourage the construction or reconstruction of the so-called interregional system of highways. The Members will recall that that system contains about 40,000 miles of parts of the primary and urban roads of the United States, and that those roads are the roads that are traveled by all of the people of the country. They connect the principal cities of one State with another. They are the most important roads in the United States. They are the roads that were selected by the Department of National Defense as being essential to national defense. Those roads have to be straightened in a great many places. They have to be widened in other places. Safety has to be promoted.

We are not undertaking to change the formula for Federal aid. That formula obtains in the \$500,000,000 authorized for Federal primary aid, secondary aid, and urban aid in the previous section of this bill; but, in an effort to promote the construction of the interregional system, the States are to be encouraged to ask that those parts of those roads that should be widened, that should be straightened, be submitted in applications first, and in order to encourage their construction we propose here to authorize \$70,000,000 to be apportioned among the States to increase the Federal share only on those roads that are on that system.

It should be kept in mind that in World War II the highways of the West, from Denver to Seattle, to San Francisco, and other western cities, were used more than any other highways of the country, because there are fewer miles of railroads, comparatively, and it was necessary for the highways to be used to transport the essentials for the prosecution of the war. Inasmuch as the principle of matching is to continue under the terms of this bill, and in order to encourage the States to apply for the construction of these interregional highways, we in this particular provision provide for an increase of the Federal-aid share. It is for the benefit of the Western States as well as other States. Take the State of Wyoming, or the State of Montana, where they do not put up 50 percent, but less than 50 percent to match, those States will get the benefit of this provision, and they are entitled to it in order to provide, without matching 50-50, for the construction and for the straightening and for the improvement of this interregional system.

Mr. STEFAN. Mr. Chairman, will the gentleman yield?

Mr. WHITTINGTON. I will yield in just a minute.

This is the national defense system. These are the roads that are used by the people of the country everywhere. They obtain in all of the States of the Union. We do not change the formula for Federal aid, but, in order to enable the States to apply for the construction of the needed improvements on this interregional system we do provide this money so as to supplement the 50 percent that they contribute where there is 50 percent obtaining.

The committee considered this provision very carefully. This bill comes before you with the unanimous report of the committee. The State highway department, the Commissioner of Public Roads asked us to include not \$70,000,000 but \$210,000,000 for this purpose, because, I remind you, that in the Defense Highway Act of 1941 the Congress of the United States on the strategic highways for national defense, under the terms of that act, paid 75 percent of the construction of those highways, substantially synonymous with the interregional highways. The Government paid under the act of 1941 three-quarters of the cost of the roads. We must be constructive. We must provide for needs as they arise. We have a report from the Commissioner of Public Roads—House Document 249, Eighty-first Congress—recommending among other things that it is imperative for the public benefit that our interregional or interstate or national defense system of highways be improved, that they be widened and that such improvement is essential in national defense.

I now yield to the gentleman from Nebraska.

Mr. STEFAN. I just wanted to ask the gentleman if he desired to clarify his statement that this was for the completion of the inter-regional system.

Mr. WHITTINGTON. I thank the gentlemen. I intended to say, and I think I did say, that it was to encourage construction and to promote improvement of parts of the inter-regional system. Only about \$1,000,000 of Federal-aid funds have been used on the interregional system and only about 5,000 miles have been completed in the past 5 years. It is important that the improvement be stepped up for if the present rate of improvement and construction continues it would take at least 40 years to improve the system. We may have another war before 40 years.

Mr. STEFAN. Then \$140,000,000 in 2 years will not complete the system.

Mr. WHITTINGTON. No; it will take 40 to 90 years to complete that system and rebuild it according to the testimony before our committee, unless there are increased provisions made for the construction of the inter-regional system.

Mr. CUNNINGHAM. Mr. Chairman, will the gentleman yield?

Mr. WHITTINGTON. I yield.

Mr. CUNNINGHAM. And changing the formula as proposed in the amendment will not decrease the amount to be furnished by the Federal Government, will it?

Mr. WHITTINGTON. It certainly will not, and it will not interfere with the formula that no wexists that is provided for in this bill for matching Federal aid primary, secondary, and urban roads. It will increase only the Federal contribution as provided in the section when the States apply for the construction or reconstruction or rebuilding of those parts of the primary and urban roads that are in the inter-regional system.

Mr. CUNNINGHAM. But there is nothing in the bill to prevent any State from going ahead as fast as it wants to in road building, is there?

Mr. WHITTINGTON. Absolutely not.

Mr. CUNNINGHAM. That would be in addition to the amount to be furnished by the Federal Government.

Mr. WHITTINGTON. There is nothing to prevent that at all.

Mr. MCGREGOR. Mr. Chairman, will the gentleman yield?

Mr. WHITTINGTON. I yield.

Mr. MCGREGOR. I am sure the gentleman does not want to leave a false impression; does the chairman intend to leave the impression that it does not make any difference in the amount furnished by the Federal Government whether it is furnished on the 50-50 basis or on the 75-25 basis?

Mr. WHITTINGTON. I want it to be absolutely clear; none of these roads pass through my district. This does increase the Federal contribution for roads in the interregional system that are applied for by the States. The initiative lies with the States. But I want to make it equally clear that the increase of the Federal share will not be more than 25 percent and that it is applicable only to the \$70,000,000 and only to the interregional system. There is no change whatever in the principle of matching Federal-aid funds under the \$500,000,000 authorized.

Mr. MCGREGOR. Then, the gentleman from Iowa was in error.

Mr. WHITTINGTON. I think not. The gentleman from Iowa stated that changing the formula under the \$70,000,000 would not decrease the amount to be furnished by the Federal Government. I agreed with him. It is the most constructive provision in this bill, carried for the first time. If we want to provide for the needs of the Nation we must go forward; we cannot stand still. For my part, in the improvement of the highways of the country I propose to go forward at least to the extent of making this rather modest authorization for the interregional system of our Nation.

The CHAIRMAN. The time of the gentleman from Mississippi has expired; all time on the pending amendment has expired.

The question is on the amendment offered by the gentleman from Ohio [Mr. MCGREGOR].

The question was taken; and on a division (demanded by Mr. Gross) there were—ayes 20, noes 34.

So the amendment was rejected.

Mr. TABER. Mr. Chairman, I make the point of order that a quorum is not present.

Mr. WHITTINGTON. Mr. Chairman, I move that the Committee rise and on that I ask for tellers.

Tellers were ordered, and the Chair appointed as tellers Mr. WHITTINGTON and Mr. MCGREGOR.

The Committee divided; and the tellers reported that there were—ayes 17, noes 70.

So the motion was rejected.

The CHAIRMAN. The Chair will count on the point of order that a quorum is not present. [After counting.] One hundred and thirteen Members are present, a quorum.

The Clerk read as follows:

Sec. 3. For the purpose of carrying out the provisions of section 23 of the Federal Highway Act (42 Stat. 218), as amended and supplemented, there is hereby authorized to be appropriated (1) for forest highways the sum of \$20,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; and (2) for forest development roads and trails the sum of \$17,500,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That, immediately upon the passage of this act, the appropriation herein authorized for forest highways for the fiscal year ending June 30, 1952, shall be apportioned by the Secretary of Commerce for expenditure in the several States, Alaska, and Puerto Rico, according to the area and value of the land owned by the Government within the national forests therein which the Secretary of Agriculture is hereby directed to determine and certify to him from such information, sources, and departments as the Secretary of Agriculture may deem most accurate, and hereafter, on or before January 1 next preceding the commencement of each succeeding fiscal year the Secretary of Commerce shall make like apportionment of the appropriation authorized for such fiscal year: *Provided further*, That the Commissioner of Public Roads may incur obligations, approve projects, and enter into contracts under the apportionment of such authorizations, and his action in so doing shall be deemed a contractual obligation of the Federal Government for the payment of the cost thereof: *Provided further*, That the appropriations made pursuant to authorizations heretofore, herein, and hereafter enacted for forest highways shall be considered available to the Commissioner of Public Roads for the purpose of discharging the obligations created hereunder in any State or Territory: *Provided further*, That the total expenditures on account of any State or Territory shall at no time exceed its authorized apportionment: *And provided further*, That appropriations for forest highways shall be administered in conformity with regulations jointly approved by the Secretary of Commerce and the Secretary of Agriculture.

Mr. VURSELL. Mr. Chairman, I move to strike out the last word.

(Mr. VURSELL asked and was given permission to revise and extend his remarks.)

Mr. VURSELL. Mr. Chairman, as a member of the Public Works Committee I should like to say that in the hearings before the committee one could not help but be impressed from the volume of testimony given by directors of various State highway departments and by the Commissioner of Public Roads here in Washington, with the fact that due to the war and increased traffic, more roads over the past few years have been worn

out than there has been new miles built. I think we have about 3,000 miles less roads in first-class condition today than we had in the beginning of the war.

Sufficient transportation for the distribution of goods will speed up and increase the economy, or income of the Nation. The lack of good roads conversely will slow down the production and thereby the volume of business in the Nation.

This brings us to the consideration of the bill before us which is an extension and continuation of the splendid national road policy laid down in the act of 1944. The bill seeks to provide for the appropriation of funds to continue to carry out this policy of the matching of funds on a Federal and State basis for the year 1952 and 1953. The bill provides for this particular purpose without some expansions provided in the bill, for the appropriation of \$500,000,000 for each of the years referred to, of which \$225,000,000 has been allocated for projects on the Federal aid primary system.

One hundred and fifty million dollars for projects on the Federal aid secondary highway system.

One hundred and twenty-five million dollars for projects on Federal-aid highway systems in urban areas.

The question may be raised that this is a considerable amount of money in view of our present fiscal condition. When one takes into consideration that the cost of road building has doubled within the last number of years, one can readily see that the amount is not large when applied to the number of miles of roads at present prices that can be built.

We are faced with the necessity, I think, of providing the above amounts designated. It is probably one of the best and most profitable investments that the Federal Government can make in cooperation with the States. Our highways, which have become run-down because of the war, and a continuing greater amount of traffic, must be extended and repaired in the interest of the growing economy of the Nation.

When you take into consideration that we are spending billions of dollars to rehabilitate various European countries, and that we are spending over \$500,000,000 a year in the building of roads, transportation facilities, and flood-control projects in Europe, how can one say that we can be justified in not doing this much for the people of America in the way of improving our highway system, and in bringing farm-to-market roads to the rural areas for the convenience of our own people, and to stimulate the productivity and distribution capacity of our own people who are taxed to pay the billions that are being expended in foreign countries.

Mr. Chairman, this money invested in roads, if we do not invest it, in my judgment, will cause a loss to the people of our Nation in the wear and tear of motor vehicles over our roads and in the loss of time which would possibly amount to a total of the \$500,000,000 provided for in this bill.

You remember the slowdown of motor traffic, the wear and tear and tremen-

dous expense on motor vehicles in the early days of motor transportation before we had this better highway system. I repeat—this is an investment that cannot be denied the people of our Nation.

FARM-TO-MARKET ROADS

I well recall the debates when we embarked on this greater expansion of road building laid down in the act of 1944. Some of us then insisted, and were successful in securing a greater allotment for the Federal-aid secondary-highway system, including farm-to-market roads. I should like to point out that \$150,000,000, or 30 percent of the total amount in this bill is continued for such purpose. I should like to further point out that over 50 percent of the rural roads so necessary to our people have not yet been improved under this particular provision of the bill.

In my district in southern Illinois, while we have made considerable progress along this line, yet it is my belief that far over 50 percent of the county and township roads have not been able to participate under this particular section of the bill.

And at this time, I would like to call your attention to the fact that it seems that the State directors of the public-roads divisions of the various States have not given the sufficient attention and cooperation to the county and township officials in pushing forward the improvement of county and township farm-to-market roads that the Congress intended they should do when the act was passed in 1944.

Mr. Chairman, as I recall, this question was raised when the act was extended in the Eightieth Congress, which wisely, in my judgment, tried to call the attention of this lack of cooperation to the Commissioner of Public Roads here in Washington, and particularly to the various State directors whose duty it was to extend full cooperation to county and township road officials.

At that time there was written into the act the following amendment:

In selecting county and township roads on which funds are to be extended, State highway departments shall cooperate with the township trustees and other appropriate local road officials.

I hope in the future that better cooperation will be extended to the end that the farmers of my district and the Nation will speedily obtain better roads so necessary over which to move their products from the farm to the local markets, and the markets of the Nation. Better roads will cause much greater investment in the building of more productive farm land, better homes and buildings on the farms, greater production, greater comforts and conveniences in farm living, which will help to keep the young men and women on the farms where they can make a greater contribution to their community, State, and Nation.

To my mind, this is one of the best sections of the bill and will probably make the greatest contribution to the public welfare of any section of the bill. As a member of the committee, after hearing all of the testimony presented,

I am confident that the bill should be passed in the interest of the Nation.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. VURSELL. I yield to the gentleman from Iowa.

Mr. GROSS. Does the gentleman actually believe we are rehabilitating the rest of the world with the billions of dollars we are spending abroad, or are we just giving away some money?

Mr. VURSELL. At any rate, we are spending the money, too much I think, but a lot of it is going for that purpose.

Mr. SHORT. Mr. Chairman, will the gentleman yield?

Mr. VURSELL. I yield to the gentleman from Missouri.

Mr. SHORT. I am glad the gentleman from Illinois has pointed out that this is not a gift but is a wise investment and will pay great dividends not only in the economic sense but in that it will save many lives. As the gentleman well knows, transportation wins or loses wars as well as determines our domestic economy.

Mr. VURSELL. I find myself in full agreement with the gentleman from Missouri.

Mr. TABER. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, this bill provides for \$1,273,000,000. It is \$70,000,000 more a year than was provided 2 years ago. That means it is \$140,000,000 more. I know in my territory they are building roads with this money, which roads do not need to be built. I know they are getting into extravagances that they do not need to indulge in. The trouble with this whole set-up is that the over-all statute provides they can enter into contracts for the expenditure of this money without any appropriation and without any immediate survey being made of the needs that might arise. That is one reason why they are indulging in these extravagances. Frankly, I cannot vote for this bill. It goes way beyond what we ought to try to do, especially being in the situation that we are in. The Treasury is dead broke and we have obligations to meet in connection with our national defense. I think it is very dangerous for us to go ahead and think of nothing but improving the deficiencies and enlarging the deficit. Frankly, I am perhaps an exception to the general rule. I believe in economy, not only in our appropriations for foreign aid, but I also believe in economy in our domestic affairs. I even went so far as to believe in economy on that foolish performance of the sesquicentennial celebration.

I hope we will recover back what money is left as a result of that foolish performance.

I just wish that this could be put up on a business basis, so that they would be required to justify what they intend to do each time, before they start in obligating the Government of the United States.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. GROSS. In section 2, which we tried to strike out a little while ago, we heard a great deal of talk about the need for building defense highways in the

country. Is it specified under section 2 that this money is to be spent for defense highways?

Mr. TABER. Not as far as I can read it. I cannot find it in there.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. WHITTINGTON. That which is called interregional is also called the defense highway system, as is shown by the reports that I have before me and that have been submitted to the committee.

Mr. GROSS. I would like to see one bill come into this House for the spending of money in which they did not allude to the dire necessity for defense. Ninety-nine percent of the bills coming in here are passed because they are necessary for the defense of this country. I believe in the defense of this country but I do not like to see every bill brought in here predicated upon that argument.

Mr. TABER. That is correct. Frankly, I cannot vote for this bill.

The CHAIRMAN. The time of the gentleman from New York [Mr. TABER] has expired.

The pro forma amendment was withdrawn.

Mr. WHITTINGTON. Mr. Chairman, I ask unanimous consent that all debate on this section and all amendments thereto close in 5 minutes, and I ask for recognition.

The CHAIRMAN. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. WHITTINGTON. Mr. Chairman, I have high regard for the views of my good friend from New York [Mr. TABER]. This bill does provide for \$1,270,000,000 substantially over a period of 2 years. It provides for \$636,000,000 annually, assuming that all of the appropriations are made. It is substantially the same authorization that has been passed every 2 years, except for the amounts, since 1921. If there is one State that is spending more money, both Federal aid and local, than another in the United States it is the State of New York. They are constructing, at a cost of many millions of dollars, a through way there. They are undertaking to meet the increasing needs for highways in the United States.

The gentleman from New York [Mr. TABER] complains of the contract features of this bill. Those features are applicable only to the Federal-aid, primary, secondary, and urban roads. They are not applicable to the forests or to the park and other authorizations in this bill. They have been contained in every bill that has been passed since the Highway Act of 1921 as amended in 1925. They protect the Federal Treasury, for, instead of appropriating the full amount of the authorizations, these contract provisions enable the legislature to match those funds. Forty-four of the legislatures meet in 1951. Ordinarily, after they have been apportioned, it takes from 12 to 24 months to prepare the plans. The gentleman came before the committee in the Eightieth Congress with respect to this

contract feature, in connection with my good friend, the gentleman from Massachusetts [Mr. WIGGLESWORTH], and made the same proposal, and it was there shown, and I emphasize now the fact, that it may be 2 years before the appropriations that have already been authorized will actually be made. It is a question of whether or not you want to appropriate the funds, let them lie idle in the Treasury, or make the appropriations as the works are completed.

So I assert that it is in the public interest to provide for this contract feature, as we have done for 25 years. It has been done. It has been tried. It has been tested. It has been in force ever since the Budget and Accounting Act was passed during the Harding administration.

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. WHITTINGTON. In just a moment. Furthermore, under the terms of this bill it does provide for an increase of \$70,000,000. We retained the fundamental principle of matching on Federal aid primary, secondary, and urban roads. That seventy million applies to the interregional system. That is synonymous with the national defense system. If we are to provide for national defense in Europe and in Asia, and with our experience in World War II, certainly we can do no less than to provide for the transportation that is absolutely essential to production, in the event of world war III.

In this connection I say in conclusion that the people of the United States are paying in Federal use taxes every year for these roads. In 1949 they paid \$1,326,054,091. Those who pay these taxes are entitled to the roads, and we can do no less than to provide for substantially the amount that is being paid in the form of Federal gasoline taxes of 1½ percent. The provisions of this bill for \$500,000,000 were contained in the bill when the Eightieth Congress considered it when it passed the House. It went to the other body and after several days of conferences the other body's representatives in control at that time insisted upon a reduction. It may be of interest to note that the two Senators who insisted upon it were defeated in the very next election.

Mr. TABER. Mr. Chairman, will the gentleman yield?

The CHAIRMAN. The time of the gentleman from Mississippi has expired, all time has expired.

Mr. WHITTINGTON. Mr. Chairman, notwithstanding the expiration of time I ask unanimous consent that it may be extended 2 minutes in order that I may yield to the gentleman from New York for a question.

The CHAIRMAN. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. WHITTINGTON. Mr. Chairman, I yield to the gentleman from New York.

Mr. TABER. My objection has been to that contract feature, that there is no detailed review ahead of the starting in of that contract proposition, and there needs to be because of extravagances

about which I know in the construction of highways way beyond the requirements of the territory.

Mr. WHITTINGTON. The gentleman stated that in his remarks a few minutes ago.

Mr. TABER. That is why I objected to it, because there was no detailed review. That is why we are presented with a mess instead of a real forward-looking program that will benefit the country.

Mr. WHITTINGTON. Mr. Chairman, there is a kind of economy that is constructive; there is such a thing as economy that is destructive. I repeat that if the gentleman's contention were to prevail, member as he is of the Committee on Appropriations, honoring him as I do, that the Federal Government would have been required during this fiscal year to have made twice the appropriations that we are making for Federal-aid roads. By this provision the money remains in the Federal Treasury until the contracts have been completed or payments for work done are required. The testimony shows that all of the States need the amounts that will be apportioned to them for the next two fiscal years, and in fact it shows that much more will be needed than is authorized. It will take some ten billion alone to strengthen, widen, and reconstruct the interregional system. The Joint Committee on the Economic Report estimates today that the deficiencies of roads, streets, and highways in the United States amounts to over \$41,000,000,000. The contract provisions in the pending bill and in all previous highway acts are most important. The roads are selected by the State highway departments and in the case of secondary roads by the county or township supervisors, and they are approved by the Commissioner of Public Roads. The contract provision is absolutely essential to the sound working of the Federal-aid program. If the contention of my friend, the gentleman from New York, prevailed, the Committee on Appropriations would select the roads or parts of roads to be constructed in every State. I prefer the provisions of the pending bill and of all previous Federal-aid legislation under which the State highway departments select the roads and build them after they have been approved by the Commissioner of Public Roads. The public interest will be promoted by passing the pending bill to match the \$500,000,000 authorized for primary, secondary, and urban roads, and for \$70,000,000 with which to increase the Federal share on the interregional highway system for the general convenience and to promote national defense. By all means the contract provision should obtain.

The CHAIRMAN. The time of the gentleman from Mississippi has again expired; all time on this section has expired.

The Clerk read as follows:

SEC. 4. (a) For the construction, reconstruction, improvement, and maintenance of roads and trails, inclusive of necessary bridges, in national parks, monuments, and other areas administered by the National Park Service, including areas authorized to be established as national parks and monuments, and national park and monument ap-

proach roads authorized by the act of January 31, 1931 (46 Stat. 1053), as amended, there is hereby authorized to be appropriated the sum of \$10,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That of the sum authorized by this subsection for each fiscal year not more than \$4,000,000 shall be used for the maintenance of such roads and trails and not more than \$1,000,000 shall be used for the construction of minor roads and trails: *Provided further*, That hereafter appropriations for the construction, reconstruction, and improvement of such park and monument roads shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce, and projects for the construction, reconstruction, and improvement of such park and monument roads shall be agreed upon jointly by the Secretary of the Interior and the Secretary of Commerce.

(b) For the construction and maintenance of parkways, to give access to national parks and national monuments, or to become connecting sections of a national parkway plan, over lands to which title has been transferred to the United States by the States or by private individuals, there is hereby authorized to be appropriated the sum of \$13,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That of the sum authorized by this subsection for each fiscal year not more than \$500,000 shall be used for the maintenance of parkway roads and not more than \$400,000 shall be used for the construction of minor roads and trails within parkway boundaries: *Provided further*, That hereafter appropriations for the construction of parkways shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce, and projects for parkway construction shall be agreed upon jointly by the Secretary of the Interior and the Secretary of Commerce.

(c) For the construction, improvement, and maintenance of Indian reservation roads and bridges and roads and bridges to provide access to Indian reservations and Indian lands under the provisions of the act approved May 26, 1928 (45 Stat. 750), there is hereby authorized to be appropriated the sum of \$6,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That the location, type, and design of all roads and bridges constructed shall be approved by the Bureau of Public Roads before any expenditures are made thereon, and all such construction shall be under the general supervision of the Bureau of Public Roads.

SEC. 5. All provisions of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), and the provisions of the Federal-Aid Highway Act of 1948, approved June 29, 1948 (62 Stat. 1105), not inconsistent with this act, shall remain in full force and effect.

SEC. 6. That section 14 of the Federal Highway Act, approved November 9, 1921 (42 Stat. 212), is hereby amended to read as follows:

"SEC. 14. It shall be the duty of the State to maintain any highway within its boundaries after construction under the provisions of this act. If at any time the Commissioner of the Bureau of Public Roads shall find that any such highway in any State is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within 90 days after receipt of such notice said highway has not been put in a proper condition of maintenance, then the Commissioner of Public Roads shall withhold approval of further projects in such State until such highway has been restored to a proper condition of

maintenance: *Provided*, That in any State wherein the highway department is without legal authority to maintain a highway so constructed as a secondary or an urban road project the highway department of such State shall enter into a formal agreement with the appropriate officials of the county or city in which such highway is located for its maintenance, and if at any time the Commissioner of Public Roads shall find that such highway is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within 90 days after receipt of such notice said highway has not been put in proper condition of maintenance then the Commissioner of Public Roads shall withhold approval of further secondary or urban road projects in such county or city until said highway shall have been placed in a proper condition of maintenance."

SEC. 7. That subsection (a) of section 5 of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), is hereby amended by increasing the Federal share payable on account of the costs of rights-of-way from "one-third" to not exceed "one-half" of such costs.

SEC. 8. Section 3a of the Federal Highway Act of November 9, 1921, as amended by the act of February 20, 1931 (46 Stat. 1173), is hereby amended to read as follows:

"Sec. 3a. That the Secretary of Commerce is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior, and to pay the amount assumed therefor from the funds allotted or apportioned under this act to the State wherein the reservations and national parks and monuments are located."

SEC. 9. Not to exceed \$10,000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, shall be available for expenditure by the Commissioner of Public Roads, in accordance with the provisions of the Federal Highway Act, as amended and supplemented, as an emergency relief fund, after receipt of an application therefor from the highway department of any State, in the repair or reconstruction of highways and bridges on the primary or secondary Federal-aid highway systems which he shall find have suffered serious damage as the result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States, and there is hereby authorized to be appropriated any sum or sums necessary to reimburse the funds so expended from time to time under the authority of this section: *Provided*, That no expenditures shall be made with respect to any such catastrophe in any State unless an emergency has been declared by the Governor of such State and concurred in by the Commissioner of Public Roads: *Provided further*, That the Federal share payable on account of any repair or reconstruction project provided for by funds made available under this section shall not exceed 50 percent of the cost thereof.

SEC. 10. The Commissioner of Public Roads is authorized and directed to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies in this program to advance the cause of safety on the streets and highways: *Provided*, That not to exceed \$75,000 shall be expended annually for the purposes of this section.

SEC. 11. The Secretary is authorized to delegate to the Commissioner of Public Roads any authority vested in him by this act.

SEC. 12. If any section, subsection, or other provision of this act or the application thereof to any person or circumstance is held invalid, the remainder of this act and the application of such section, subsection, or other provision to other persons or circumstances shall not be affected thereby.

SEC. 13. That all acts or parts of acts in any way inconsistent with the provisions of this act are hereby repealed; and this act shall take effect on its passage.

SEC. 14. This act may be cited as the "Federal Aid Highway Act of 1950."

Mr. WHITTINGTON (interrupting the reading of the bill). Mr. Chairman, after conferring with the ranking minority member and other members of the committee, and in order to facilitate the orderly consideration of the bill, inasmuch as we have passed the main provisions of the bill and the main authorizations, the others being for national parks, national monuments, and forest roads, and some clarifying amendments, I ask unanimous consent that the remainder of the bill be considered as read, be printed in the RECORD at this point, and be open to amendment; that the Chairman call the numbered sections consecutively for amendment until the last section has been disposed of. This will not prevent the offering of amendments but will facilitate the consideration of the bill.

The CHAIRMAN. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

The CHAIRMAN. Are there amendments to section 4?

Mr. O'KONSKI. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. O'KONSKI: On page 8, line 13, strike out "\$6,000,000" and insert "\$8,000,000."

Mr. O'KONSKI. Mr. Chairman, my amendment will increase the authorization for roads on Indian reservations and Indian lands from the sum of \$6,000,000 to a total of \$8,000,000.

When you consider that the roads on Indian reservations and Indian lands of the United States comprise some 20,000 miles of road, and you are allowing the magnificent sum of \$6,000,000 to take care of these 20,000 miles of road on Indian reservations and Indian lands, perhaps it would be just as well if we did not appropriate anything at all for maintenance of those roads. Dividing 20,000 miles into the sum of \$6,000,000, you get the measly sum of \$300 per mile of road. How much of a road can you maintain for \$300 per mile?

The difficulty in dealing with Indian roads and Indian lands is the difficulty that we have experienced in Congress all the way through. We show an abject amount of neglect of the Indian problem until an expose occurs, something like happened a year ago in reference to condition of the Navajo Indians. Then we hurry up and appropriate haphazardly eighty or ninety million dollars to take care of the problem that should have been taken care of as the years went by.

The Bureau of Indian Affairs asked for the sum of \$13,900,000 to do the job that it thought ought to be done. The amendment I propose does not give the

entire amount asked by the Bureau of Indian Affairs. It merely raises the amount from \$6,000,000 to \$8,000,000. I am sure that the members of the committee when they realize 20,000 miles of road have to be taken care of, and when they realize the importance of taking care of those roads and doing something to help solve the Indian problem throughout the United States of America, will reconsider and raise this small amount from \$6,000,000 to \$8,000,000 so that a better job can be done.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. O'KONSKI. I yield to the gentleman from Mississippi.

Mr. WHITTINGTON. The bill that was originally introduced and considered by the committee before the committee rewrote the bill and before this bill we have before us was introduced only provided \$4,000,000. On account of the floods that have occurred in North Dakota, through the request of a number of our colleagues who are interested in Indian lands, the committee increased the amount to \$6,000,000, which is the largest authorization ever carried in any bill.

May I say in this connection that I have before me the amounts of authorizations that have been made up to and including the present fiscal year for Indian lands under the acts of 1944 and 1948, and I find that there are authorized \$17,649,000 that have not been appropriated. In view of the unappropriated funds heretofore authorized, notwithstanding our sympathy for the Indians, and they are in distress because of the floods in several of the States, the committee feels this is a most generous authorization in the pending bill.

Mr. O'KONSKI. I appreciate the contribution made by the distinguished gentleman from Mississippi and I respect his judgment a great deal; however, I think that this authorization should be increased from \$6,000,000 to \$8,000,000. The committee was gracious enough, as the chairman pointed out, to raise the sum, after we appeared before the committee, from four to six million dollars, which is very much appreciated.

Mr. DONDERO. Mr. Chairman, will the gentleman yield?

Mr. O'KONSKI. I yield to the gentleman from Michigan.

Mr. DONDERO. I call the attention of the gentleman to the fact that this is the amount carried in the bill in 1948. When you consider the \$17,000,000 on hand, plus the \$12,000,000 which this bill will carry in 2 years, there will be nearly \$30,000,000 to be expended on Indian reservation roads. It does seem to me that is ample and adequate to take care of the problem.

Mr. WHITTINGTON. And as my colleague will recall the act of 1944 carried \$6,000,000 for this purpose, as did the act of 1948.

Mr. O'KONSKI. I realize and appreciate the position of the leaders of the Public Works Committee. I know that our job lies not so much with the members of this distinguished committee as with the members of the Appropriations Committee to try to get the adequate

amounts to do the right kind of job by the Indian Bureau in the field of roads.

Mr. DONDERO. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from Wisconsin [Mr. O'KONSKI].

Mr. Chairman, the committee raised the amount in question 50 percent before reporting this bill to the floor. With the amounts remaining unobligated and on hand, it seems to me we are providing generously for Indian roads. No harm will be done the program by sustaining the amount specified in the bill. I therefore think the amendment offered by the gentleman from Wisconsin [Mr. O'KONSKI] should not be approved, and I ask that it be rejected.

Mr. WIER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I merely wish to call attention to the fact that I shall support the amendment offered by the gentleman from Wisconsin on the basis of the destruction that has occurred by reason of the terrific floods in North Dakota and Minnesota. Considerable of that destruction has been in the territory of Indian reservations. I want the Members to take cognizance of the fact that millions of dollars worth of roads and bridges have been destroyed in the State of Minnesota, in the State of North Dakota, and down through South Dakota. I think it is very worthy that some consideration be given in the provision of this extra \$2,000,000. I know the \$2,000,000 the gentleman attempts to add as an amendment is limited to Indian reservations, but that will help both Minnesota and North Dakota in the rehabilitation of utterly destroyed highways and roads.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Wisconsin [Mr. O'KONSKI].

The amendment was rejected.

The CHAIRMAN. Are there further amendments to section 4?

Are there any amendments to section 5? Section 6? Section 7? Section 8? Section 9?

Mr. HOLMES. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. HOLMES: On page 10, line 23, after "Sec. 9," insert "(a)" and on page 11, after line 22, insert the following:

"(b) The Commissioner of Public Roads is authorized to provide for the construction, reconstruction, or improvement of roads (including defense service roads, bridges, tubes, and tunnels) in order to provide access and service to military, naval, and air force reservations, facilities, and installations, and to defense industries and defense facilities and installations; and in order to correct critical deficiencies in existing roads in adjacent communities on which there is serious congestion due primarily to traffic generated by military, naval, and air force reservations, facilities, and installations, or by defense industries and defense facilities and installations, when such roads are certified to the Secretary of Commerce as essential to the national defense by the Secretary of Defense, the Chairman of the Atomic Energy Commission, the Chairman of the Munitions Board of the Department of Defense, or by the Chairman of the Research and Development Board of the Department of Defense. Not to exceed \$10,-

000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, shall be available for expenditure by the Commissioner of Public Roads in accordance with the provisions of such act in carrying out the provisions of this section and there is hereby authorized to be appropriated any sum or sums necessary to reimburse the funds so expended from time to time under authority of this section: *Provided*, That the Federal share payable on account of the construction, reconstruction, or improvement of any such road pursuant to this section shall not exceed the Federal pro rata share of the cost of projects authorized by the Federal Highway Act, as amended and supplemented, in the State in which such construction, reconstruction, or improvement work is undertaken."

Mr. HOLMES. Mr. Chairman, this amendment to section 9, starting at the bottom of page 10, does not change the total authorization of the bill one dollar. It does set aside a \$10,000,000 fund to be administered by the Public Roads Administration in exactly the same manner as the Committee on Public Works has set aside certain sums of money in the past and in this bill for administering emergency funds.

There are areas within the United States, which might be termed "defense areas," where, I believe, the authority contained in this amendment is required for two reasons: First, to permit prompt and rapid evacuation should any emergency or defense purpose make necessary such evacuation; second, to meet present-day emergency conditions arising from the establishment of military installations or defense plants in an area where the present highway system is inadequate. These two reasons involve both security and efficient operations at these installations.

This amendment will give to the proper Federal agencies necessary authority to cooperate with State agencies. It will permit the allocation of funds out of the total authorized appropriations for the Federal Aid Road Act, and thus not require any additional money authorization to that proposed in H. R. 7941.

The administration of the authorization is properly safeguarded through the requirement for certification by the Department of Defense, the Atomic Energy Commission, and so forth. It conforms with the policy followed by Congress in providing emergency funds to meet extraordinary conditions. It follows also the pattern of the Public Roads Administration in its program, and the language is in a form to meet and conform with Public Roads Administration procedure.

The suggestion has been made that there already is legislation on the subject covered by the bill. This, however, is not the case. Section 6 of the Defense Highway Act of 1941, approved November 19, 1941—Fifty-fifth Statutes, page 765—provided for the construction of roads to military and naval reservations and to defense industries and defense-industry sites during the period of the emergency when certified as being important to the national defense by the Secretary of War or the Secretary of the

Navy. Section 6 of said act authorized appropriations for paying the entire cost of the construction of such roads when so certified. However, the act approved July 25, 1947—Public Law 239, Eightieth Congress—contained the following provisions:

That the following statutory provisions are hereby repealed: * * *. The provisions of the act of November 19, 1941 (55 Stat. 765), as amended, relating to the availability for obligation of funds appropriated pursuant to said act, as amended, except that such funds shall remain available for the completion of access-road projects which are now under construction.

The effect of the above clause is to terminate the availability of funds under section 6 of the Defense Highway Act except as to such funds as were permitted to remain available for the completion of access-road projects then under construction. There is not, therefore, any law now in effect which authorizes the construction of such access roads and provides funds for that purpose.

The purpose of this amendment is to make provision for meeting situations such as outlined above, when certified as necessary in connection with the national defense. It follows the pattern of legislation which has been enacted by Congress over a long period of years with respect to relief in emergencies. In other words, it provides a stand-by authority which can be invoked in conformity with the provisions of the amendment, and would make it unnecessary for Congress to provide more specific legislative authority and funds for the purpose in individual instances that may arise.

The need for this legislation was brought to my attention particularly by conditions existing in the Columbia Basin west of the Columbia River resulting from the establishment of the Hanford Engineer Works of the Atomic Energy Commission there. This plant was, of necessity, located in a sparsely settled area. It has resulted in a tremendous increase in population, which has created many complex problems in community life, not only for the Government city of Richland, but also for the two neighboring cities of Kennewick and Pasco, both of which have doubled and tripled in population. The problem is again multiplied by the recent announcement that troops will be garrisoned in the Hanford area beginning April 1. The construction program to furnish quarters for these troops will begin soon after July 1, it is expected, and this will add an additional burden because of the workmen coming into the area on this new construction.

One of the chief problems has been an increasingly difficult traffic situation directly attributable to the lack of sufficient bridge facilities across the Columbia River. This, in turn, has pointed up the national-defense problem as to what could be done in the event any evacuation of that area might become necessary. Should any emergency arise, through any cause whatever, calling for rapid evacuation of the area to the west of the Columbia River, there is, at pres-

ent, no way by which either the Government force or civilian personnel could be moved across the Columbia River and to the east or southeast because of the lack of facilities to cross this great river. There is, at present, only an inadequate narrow two-lane, State-owned bridge, built in 1922, to permit crossing of the river and to handle traffic. This traffic, verified by a State highway department count in 1948, totaled 104,000 vehicles in a week, and a later count totaled 18,000 vehicles in 24 hours. In any emergency there would be at least 75,000 to 100,000 people to evacuate, an impossible task as conditions now exist, should it be necessary to do so quickly.

There is no highway bridge to the north on the Columbia River from Kennewick except the Vantage Ferry bridge on route 10, a distance of some 75 miles. To the south on the Columbia River, there is no highway bridge until you reach the White Salmon-Hood River bridge, which is just 65 miles out of Portland, Oreg., and a journey of about 150 to 160 miles from the Kennewick-Pasco bridge. It would be impossible to get to the Vantage Ferry bridge because it would require going straight through the Hanford Reservation or through a very circuitous route farther west.

The State highway department, realizing the emergency, has made a thorough study of the necessity for a new bridge at that location. In predicting the traffic for the future in this area, it is indicated that by 1951, if a bridge could be completed by that time, there would be on the existing bridge an annual average daily count of 8,707, and on a new structure, a count of 11,190.

The existing bridge between Pasco and Kennewick is only 19 feet between curbs. Of the average of 16,234 vehicles using the bridge daily, the State highway department advises me that an origin-destination survey shows an average daily traffic count of 9,150 vehicles using the present bridge, which was entirely generated by reason of the installation at Richland. I am advised by the State highway department that application was made some time ago through the Public Roads Administration, supported by a resolution from the House of Representatives of the State of Washington, for an allocation of Federal money as a matching fund to enable the State highway department to construct a bridge across the Columbia River between Pasco and Kennewick capable of handling the increased traffic at that point. As explained before, funds could not be allocated until legislation of this nature could be passed.

I urge favorable consideration by the House of this proposed amendment.

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. JOHNSON. Mr. Chairman, I ask unanimous consent that the gentleman may proceed for two additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from California?

There was no objection.

Mr. JOHNSON. As I understand it, in the event that the appropriate military officials certify the need for a road, then the Public Roads Commission has the right to allocate the funds for that road?

Mr. HOLMES. Yes; under the limitation of a fund of money which I have asked to be set aside, in the amendment, of \$10,000,000 will be used in extraordinary circumstances by the certification of the Public Roads Commission and the Department of Defense in exactly the same manner as they handle extraordinary situations with flood moneys.

Mr. JOHNSON. I know of two installations in southern California out in the Mojave Desert, which are very much isolated from the rest of the world. Would that kind of installation be eligible in the event a proper certification is made and if they could convince the Roads Commission? Then could they get some highway relief?

Mr. HOLMES. Yes; they would.

Mr. JOHNSON. If the gentleman's amendment is adopted, it does not increase the amount authorized by this bill?

Mr. HOLMES. No; it does not increase the amount by a single dollar.

Mr. JOHNSON. It only carves out a maximum of \$10,000,000 from the full amount of the authorization. Is that not correct?

Mr. HOLMES. That is correct, plus the fact, may I say to the gentleman from California, that this amendment operates in the same manner as a 50-50 matching fund with the various areas that are involved that is with certified projects. While during the war emergency the Government paid the entire bill.

Mr. JOHNSON. In other words, if that were done in my State, California would match the amount on the basis of 50 percent?

Mr. HOLMES. That is right.

Mr. JOHNSON. And that would be the situation in every other State?

Mr. HOLMES. That is right.

Mr. DONDERO. Mr. Chairman, will the gentleman yield?

Mr. HOLMES. I yield.

Mr. DONDERO. What does the gentleman's amendment provide as to where this money would come from?

Mr. HOLMES. It would come out of the authorization in the bill.

Mr. DONDERO. So that, if the gentleman's amendment prevails, the amount to be set aside would lower the other authorizations in the bill which are intended for other purposes?

Mr. HOLMES. It would only be involved in handling that particular type of emergency and extraordinary conditions, as you do in flood-control work.

Mr. DONDERO. Is this the same amendment that the gentleman proposed before the committee?

Mr. HOLMES. That is right.

Mr. WHITTINGTON. Mr. Chairman, will the gentleman yield?

Mr. HOLMES. I yield to the distinguished chairman.

Mr. WHITTINGTON. The gentleman is being very frank, but that is not the whole story. There is a little word, to

wit: "revolving." As I recall the amendment and as I recall the gentleman's bill, it might involve \$10,000,000 or it might involve \$20,000,000 or it might involve a great deal more. It is indefinite on the face of it.

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. HOLMES. Mr. Chairman, I ask unanimous consent to proceed for two additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Washington?

There was no objection.

Mr. HOLMES. In reply to the distinguished chairman, the amendment is limited to the \$10,000,000 fund. That is a limitation placed in the amendment.

Mr. WHITTINGTON. With all due deference, that means a revolving fund, and it is to begin with \$10,000,000, but it may aggregate \$100,000,000 before we get through.

Mr. HOLMES. It does not have to be replenished past the \$10,000,000 point until it is used up under the language of the amendment and only after proper certification of a project by the Public Roads Administration and the Department of Defense.

Mr. WHITTINGTON. Well, certainly not.

Mr. HOLMES. I hope the committee will give favorable consideration to the amendment.

The CHAIRMAN. The time of the gentleman from Washington has expired.

Mr. WHITTINGTON. Mr. Chairman, I ask unanimous consent that all debate on this amendment and all amendments thereto close in 5 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. WHITTINGTON. Mr. Chairman, I ask for recognition.

Mr. Chairman, translated, the amendment offered by the gentleman from Washington [Mr. HOLMES] means that for the enlargement and building of a bridge across the Columbia River, Washington and Oregon be given preference in the matter of bridge construction in the United States.

The gentleman has a bill that has been considered by our committee. We heard him. The hearings are available to the membership. The committee declined to embrace the provisions of the gentleman's bill and the gentleman's amendment. The committee rejected it, and I think properly so.

Section 9 treats all of the States exactly alike with respect to emergencies. Section 9 is not new law. It obtained in 1934, 1936, and 1943. It provides that in emergencies, in the event of a storm or a catastrophe of any kind, \$10,000,000 only—not a revolving fund—\$10,000,000 of the funds appropriated as authorized in this bill shall be made immediately available so that if a Federal-aid road or bridge has been destroyed or damaged it would not be necessary to wait until the next session of the Congress to repair it.

The provisions of that section have been tried and approved. That fund has

been exhausted. So we ask in this bill, under section 9, that that law be reenacted, because that fund has been exhausted. But the gentleman from Washington [Mr. HOLMES], with respect to an atomic project out there, has got a congested condition. There is a bridge across the Columbia River and congestion obtains when you reach the approaches. That is true whether it is down here at the Fourteenth Street bridge over the Potomac River in Washington, or whether it is a bridge over many other rivers and in many cities and States. That condition obtains generally in the United States. The committee pointed out that in many cities in this country there are rivers that divide cities, and it is just as necessary that additional bridges be constructed in those cities as it is near an atomic energy project, in the gentleman's district.

Out of the billions that we have authorized for that atomic energy project, a railroad has been constructed to reach it. Under national defense, if they need help, as I understand the law, the Atomic Commission has a right to provide funds for the construction of a highway or a bridge. But now, in addition to the funds allocated to his State, the gentleman, vigilant and persistent, I might add, and properly so, in behalf of his constituents, asks the Congress to provide a revolving fund to construct a bridge out there that he is interested in. When that amount of \$10,000,000 is used up, without any further authorization it would automatically be replenished. If his bridge is constructed and your bridge is constructed and other bridges are constructed, it might amount to \$100,000,000. It is an unsound proposal. In my judgment, if it was essential to national defense, the Atomic Energy Commission that is building a railroad out there, at a cost of something more than a million dollars, as I recall, would have authority, as they did during the war, to construct it. Now, under the guise of providing an additional facility, the gentleman is offering an amendment which would bring forward the law that obtained during the war, that authorized the President of the United States, as Commander in Chief, to construct at Federal expense—except that he would match it—military and other installations.

The committee considered the gentleman's proposal and I think properly rejected it.

I now yield to the gentleman.

Mr. HOLMES. In all due fairness to the gentleman's remarks, this is Nationwide. It does not pertain just to that particular area.

Mr. WHITTINGTON. Is that a question or a statement?

Mr. HOLMES. It is Nationwide.

Mr. WHITTINGTON. But, in all fairness, it is intended to apply to the atomic energy project across the Columbia River, because you are the only Member of Congress who has been before our committee in behalf of a project of this kind. We considered it carefully. We heard you at length, and, in all kindness, if the State of Washington is as much interested as you and the people of your

district seem to be, they can match the fund and provide for an additional or longer bridge, just as they can do in many other cities out of Federal-aid funds apportioned to the States.

Mr. HOLMES. Of course, that is what they would do all over the Nation in relation to this amendment, in those acute defense areas.

Mr. WHITTINGTON. Yes, but in peacetime, under the guise of an atomic energy project, you are trying to get out of the funds appropriated for all the people in the United States, enough money set aside so that this bridge may be constructed. In my judgment, the amendment should be defeated.

The CHAIRMAN. The time of the gentleman from Mississippi has expired.

The question is on the amendment offered by the gentleman from Washington.

The amendment was rejected.

(The CHAIRMAN called sections 10 to 13, inclusive, for amendment, but none was offered.)

The CHAIRMAN. Are there amendments to section 14?

Mr. KEATING. Mr. Chairman, I move to strike out the last word.

(Mr. KEATING asked and was given permission to revise and extend his remarks.)

Mr. KEATING. Mr. Chairman, at the appropriate time, I shall offer a motion to recommit this bill to the Committee on Public Works, with the direction to report the same back to the House forthwith, with a modest reduction of 20 percent in the annual amounts authorized to be appropriated under section 1 for Federal aid to highway construction.

The amount of the saving, if this motion should carry, would be \$100,000,000 a year for the 2 years involved, or a total of \$200,000,000.

By this amendment I seek to make a modest reduction of 20 percent in the annual amounts authorized to be appropriated under this program for Federal aid to highway construction. The amount of the saving, if the amendment is adopted, would be \$100,000,000 a year for the 2 years involved, or a total of \$200,000,000.

I would be less than frank were I not to admit at the outset that even if this motion should carry, I would still feel compelled to vote against the bill. The Members are entitled to that frank statement from me at the outset.

Two years ago, when our budget was balanced, we authorized an expenditure of \$450,000,000 a year for fiscal 1950 and 1951. Now, when we have been running for 2 years in the red to the tune of over \$5,000,000,000 a year, it is proposed to authorize for fiscal 1952 and 1953 even more—\$500,000,000 a year, or a total of \$1,000,000,000. In addition to that, of course, this bill carries with it authorizations for other road-construction projects not covered by my amendment, amounting to \$136,500,000 a year, or a total for the 2 years of \$273,000,000.

Good roads are, of course, vital to the welfare and progress of our great country. But the same argument may, with equal force, be advanced regarding many other features of our national life.

We have been presented by the committee, on pages 4 and 5 of the report, with a table showing the amount which each State will receive under this program. The last column gives the apportionment of the total figure of \$570,000,000, which is involved in sections 1 and 2, and the next-to-the-last column gives the apportionment of the \$500,000,000 figure involved in section 1 alone, to which my motion will be addressed.

Mr. GAVIN. Mr. Chairman, will the gentleman yield?

Mr. KEATING. I will be very happy to yield to the gentleman from Pennsylvania and others at the end of my remarks that they may inquire what amount their States would receive and what they pay.

Under this program, for instance, New York will receive \$31,700,000. But New York's contribution to all Federal-aid programs is 18.35 percent, so that New York citizens will pay \$91,700,000 in order to get back \$31,700,000 out of the \$500,000,000 fund.

Here are the figures on all the 14 States which contribute to Federal road programs more than they receive:

States	Percent contributed to Federal-aid programs	Amount contributed to \$500,000,000 Federal road program	Amount received Federal road program
California.....	7.3	\$36,500,000	\$26,800,000
Connecticut.....	1.59	7,900,000	4,800,000
Delaware.....	.76	3,800,000	2,000,000
Illinois.....	8.82	44,100,000	21,800,000
Kentucky.....	2.01	10,000,000	8,400,000
Maryland.....	2.64	13,200,000	4,900,000
Massachusetts.....	3.04	15,200,000	9,800,000
Michigan.....	6.34	31,700,000	17,000,000
New Jersey.....	2.84	14,200,000	9,500,000
New York.....	18.35	91,700,000	31,700,000
North Carolina.....	2.88	14,400,000	11,100,000
Ohio.....	6.49	32,400,000	19,900,000
Pennsylvania.....	7.94	39,700,000	23,600,000
Virginia.....	1.90	9,500,000	8,800,000

The charge may be made by one of the Members from the 34 States which contribute less than they receive under such Federal-aid programs that this attitude is provincial, and that, as Members of the national legislative body, we should look at all of these questions from the point of view of the national interest alone, without regard to their effect on our own constituents. Perhaps there is some merit in that argument. The difficulty is that provincialism is evidenced day in and day out most frequently and most clearly by those who are securing something for their own districts at the expense of everybody else. It is to offset that type of argument, almost daily heard in this body and the other body, that I have felt it desirable to call the attention of my colleagues, particularly those from the States which I have enumerated, to the burden which they are casting upon the people in their own districts by favoring the measure before us, and opposing the motion which I shall offer.

Nor do I concede the charge which will be made that opposition to this bill and the proposal of this motion to recommit stems from an effort to protect only the taxpayers of a limited geographical area.

It seems to me it is the height of irresponsibility in the present precarious

state of our Federal finances, faced as we are with inescapable commitments to preserve the security of our country for us, as representatives of all of the people of the United States, to vote an actual increase in authorizations for the construction of highways—surely one activity where prudence would dictate some pruning, rather than enlargement of expenditures.

Despite the honeyed words from high quarters, no responsible official connected with either our Defense Department or our Department of State envisions in the immediate future any substantial reduction in our budgetary provisions for the armed services. Indeed, all the talk, except that of a purely political character, is along the line of a possible increase in these commitments. In the present state of world affairs we dare not, we will not fail to make adequate provision for the needs of our armed services and research projects.

We are a mighty Nation, guarding not only our freedom but the freedom and hope of freemen everywhere. Nothing could be more false or more foolish than to cripple our armed services while the world is in its present state of turmoil and unrest.

In the meantime, however, it is imperative that we reduce our domestic expenses. Projects, buildings, roads, and plans which would have first priority in more normal times must be postponed until such time as we can afford them, or scaled down to meet the capabilities of our people. We are not free agents in the true sense, since a major part of our budget today is determined for us by the despotic rulers of a foreign power.

Our country is undoubtedly the wealthiest, most prosperous nation in the world at the present time, but we must not delude ourselves into thinking that we can afford to waste our wealth on a multitude of peacetime projects, in addition to bearing the tremendous burden of maintaining an adequate defense.

There comes a point in taxation where diminishing returns begin to result. To continue to further expand our economy and our prosperity we must not make the rate of taxation so high that people will not have the incentive to invest their money. In order to preserve our ability to support the Government by taxes we must maintain a sound and prosperous economy.

We must tailor our expenditures to meet the amount of income which the Government receives in the form of taxes. A sound fiscal policy, embracing a just rate of taxation and the practice of economy with regard to normal spending, is the soundest defense policy we can have.

We must not fritter away our wealth and our freedom for the short-lived benefit of special interest groups who put their sectional or political welfare above that of the Nation.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. KEATING. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. KEATING. Mr. Chairman, there could be no benefit in defeating communism abroad if we allow ourselves to slip into financial ruin here at home. Moreover, nothing would please the Kremlin and the Communists more than to have the United States, the stronghold of liberty and individual rights, become a victim of our own extravagance.

The reduction which I shall propose in my motion is modest indeed—only 20 percent off the \$500,000,000 figure, and only about 10 percent under the last authorization bill which we adopted.

Furthermore, since this is a planning bill for fiscal 1952 and 1953, it cannot successfully be contended that such a reduction will result in any interference with projects already under way. The time has come—indeed, long since was here—for us to begin to cut down on the always enticing, but surely destructive course of raising, year after year, the authorized expenditures for this, that, or the other Federal project. No harm can come to any community by this reduction. On the other hand, a reversal in our profligate policy will be hailed, not alone among those in the 14 States which I have enumerated, but throughout the country, as an indication that it is at long last sinking into our collective consciousness that if our country is to make substantial, constructive progress; if it is to build its future, not on the sands, but on a rock; if it is to maintain its position of world leadership and preserve, not only its own freedom but freedom throughout the world, it can only be done by the careful husbanding of our own resources and the prudent management of our own financial structure.

Mr. GAVIN. Mr. Chairman, will the gentleman yield?

Mr. KEATING. I yield to the gentleman from Pennsylvania.

Mr. GAVIN. I would like to have the gentleman quote the figures for Pennsylvania that he did for New York.

Mr. KEATING. Pennsylvania's percentage of contribution to Federal aid programs is 7.94 percent and the amount, therefore, which it contributes to the \$500,000,000 is \$39,700,000. For that \$39,000,000 plus it receives back \$23,600,000, or a difference of over \$13,000,000.

Mr. JONES of Alabama. Mr. Chairman, will the gentleman yield?

Mr. KEATING. I yield to the gentleman from Alabama.

Mr. JONES of Alabama. May I point out to the gentleman that we had before our committee Mr. B. D. Towney, superintendent of public works for the State of New York.

Mr. KEATING. If the superintendent of public works of the State of New York appeared along with all the other superintendents of public works from other States in favor of this bill, I differ with him just the same as I differ with the others. But I point out to my friend from Alabama that the New York State Assembly has passed a memorializing resolution which I inserted in the RECORD on May 9 and which will be found at page A3614. In that resolution the attention of the New York congressional delegation and others was drawn to the annual tendency to increase these Fed-

eral-aid programs—\$2,190,000,000 for fiscal 1949, over three billion for fiscal 1950, and approaching four billion for fiscal 1951. Stress was placed on the glaring discrimination and tremendous financial drain suffered by New York State taxpayers under these Federal-aid programs which we were importuned by this resolution to revise to remove the resulting inequities.

I feel reasonably sure that Governor Dewey and the New York State officials would agree with my position on this legislation but if not, with all due deference I must insist that I feel responsible for taking such action as my own conscience, not that of someone else, may dictate.

Mr. HOFFMAN of Michigan. Mr. Chairman, I move to strike out the last word.

(Mr. HOFFMAN of Michigan asked and was given permission to revise and extend his remarks.)

Mr. HOFFMAN of Michigan. Mr. Chairman, of course everyone admits that we must have highways, but it seems futile to attempt to build highways unless we have some more stringent regulations as to their use.

Driving from Washington to Michigan and also on the return trip, about 675 miles, a tally was kept of the passenger cars on the return trip and of the trucks on the highways. Much to my amazement, on the return trip it was learned that the trucks—and this is almost unbelievable—exceeded in number the passenger cars that met and passed us each way.

This also was learned, that in the villages and towns and cities where pavement had been laid some years ago and was of lighter construction, it was almost completely broken up; that only on the turnpike and perhaps one other stretch of road in Ohio was the pavement what might be now termed passable, usable.

Trucks on the highways apparently are growing larger each year and certainly their speed is increasing. Some trucks at least approximating in weight some of the freight cars.

One member of the State police, commenting upon the subject—and of course I cannot vouch for his accuracy, giving only what he said—stated that the blocks on the turnpike, if one watched them when there was a light rainstorm or when the blocks were wet, those large blocks tilted at the joints, spraying water when some of these trucks went over them.

If that is the condition, and those of you who travel on the main highways are as able as I am to judge, if that is the condition, and it appears to be, have we not reached the time when we must do something to limit the weight and the number of the trucks or build a special roadway for them?

It was only last fall, as I recall, when, coming down the turnpike, there was anywhere from a quarter to a half mile of trucks lined up on the side of the highway. Evidently the State police had found the method of calling into the courts, those who were driving overweight vehicles on the highway and hav-

ing them fined or occasionally imprisoned ineffectual to stop that practice. So these trucks were lined up, and many of them were being forced to unload before they would permit them to proceed. You can imagine what damage that was to the perishable freight.

That seemed to be the only effective way of controlling that practice of overloading which it was charged was destroying our highways, both State and federally built, to prevent their destruction by those who are using the highways for traffic lanes.

Mr. SHORT. Mr. Chairman, will the gentleman yield?

Mr. HOFFMAN of Michigan. I yield to the gentleman from Missouri.

Mr. SHORT. Everything the gentleman has said is absolutely true, which is the strongest argument for this bill. Instead of \$500,000,000, it should be \$1,000,000,000.

Mr. HOFFMAN of Michigan. Oh, well, why not make it \$10,000,000,000? Why not make it \$12,000,000,000? That kind of argument coming from that source is most surprising. What are the foundations of the gentleman's argument? Only that tax money is unlimited.

I have heard the gentleman express his opposition to appropriations abroad because we have to limit our contributions, because there is a bottom to the barrel somewhere; as to all other sources of supply of anything there is a bottom somewhere.

The gentleman is voicing the old fallacious argument, which I have so many times heard him so eloquently demolish, to wit, that the Federal Government has an inexhaustible source of supply—that there is no limit to the number of dollars that can be collected from taxpayers.

That, as the gentleman himself has often said, is errant nonsense.

If the gentleman is now correct, why not build four-lane highways on the main traveled routes throughout the country? Why not at least a black-top road to every farmhouse?

All are desirable. There is just one reason for not undertaking that program and that is that the money is not available and it cannot with safety to our Nation be made available.

I am not objecting to good highways. Of course, we should have them. The point, and the only point, which I am trying to make is that we should, by some fair and adequate means, at least make some effort to preserve the highways we have, to limit the use of the highways we build, in such manner that they will not be destructively used.

A highway can only sustain a certain load, the amount of which can be easily and accurately determined by engineers and experts.

I am not arguing that the trucks do not contribute by way of tax and license fees a fair sum for the use they make of the highways, for I lack the information to express a worth-while opinion on that subject.

Permit me to express a doubt that some others who do express opinions on that topic have adequate information.

The point which I am arguing is—and I repeat—that, inasmuch as we all know that the highways will not withstand the pounding they get from ever-increasing loads, the Federal Government make a study of this subject; then build a highway which can adequately carry and withstand the traffic load which is permitted to travel over it.

A truck carrying a load equal to that of some freight cars certainly must be limited as to speed, and it must have a track which is equal to the burden of carrying the load.

Ordinary observation and common sense convince the observing and the thinking individual that highways built for passenger cars and light trucks at moderate speed cannot, with safety to the public or proper conservation of the roadway, be traveled by trucks carrying freight-car loads at express-car speed.

Let us get as much out of the dollar expended for highway purposes as we possibly can. That procedure means more and better roads for everyone.

Mr. WHITTINGTON. Mr. Chairman, I ask unanimous consent that all debate on the bill and all amendments thereto close in 20 minutes, with 5 minutes reserved to the committee.

The CHAIRMAN. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

Mr. SHORT. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, we all admire the ability and relish and appreciate the keen wit, and at times biting sarcasm and irony, of our good friend the gentleman from Michigan [Mr. HOFFMAN]. Those of us who have been privileged to travel through Germany, which is not as large as the State of Texas, but which has 70,000,000 people, have been impressed with her superhighways, the autobahns. Regardless of what we think, however much we might despise and hate Hitler, he did one magnificent job in building autobahns all the way from Friedrichshafen and Mannheim down through Stuttgart and Karlsruhe to Munich, and then up north to Frankfurt, Cologne, and across to Bremen and Hamburg, and down to Berlin, Dresden, and Leipzig, to Hannover and Nuremberg—all over the land, without a single lane coming into the main highway; all overheads and underpasses.

His great mistake was that he neglected his railroads.

I was amazed to find 20 years after being a student in Germany they had the same old rolling stock as when I was a student there. But everyone knows that the building of double-lane highways with a parkway between them, beautiful and not cluttered up with a lot of signs and advertisements, contributes much to the strength of a nation. If there is one thing in which we make a sound, solid investment, I think it is in the construction of roads in this country, which are so lamentably short and in such poor condition.

When you build highways there is absolutely no politics or discrimination involved. Old dealers, New Dealers, Dem-

ocrats, Republicans, everybody drives over the highways. Every single Member of the Congress, whether you live 50 miles from Washington or 2,500 miles, drives over these highways. Some of our Members have been killed, too, in trying to get back to their duties here in the Capitol. Of course, I believe in economy, may I say to my friend, the gentleman from Michigan. Of course, I have voted against the dishing out of Government largess, particularly to the sending of checks to places where you need to be reelected. I know the Federal Government has been going into Missouri, and they are going into Illinois, and they will even go out to Wyoming and Idaho. They will collect \$1,000,000 from you in taxes and then after taking their toll here in Washington, they will send one-third of that amount back to you in checks, a few weeks before election, to keep themselves in power. It is a big brokerage fee.

No one is against that sort of practice more than I am. But here we have something that is sound, sane, sensible, and constructive. The able gentleman from Mississippi [Mr. WHITTINGTON], who does not aspire to come back to the House of Representatives, and who is retiring after these many years of useful service, needs to be listened to, because he spelled it out here.

In answer to my good friend, the gentleman from New York [Mr. KEATING], if you will study the table which is given in the report of the committee, I think the allocation to the different States is fair and equitable. Whether you are from New York or Missouri, when you drive across the country, of course you want good highways and you want bridges. This committee is composed of good men. They have carefully and cautiously considered every item in the bill. As I understand, it was reported unanimously as a result of the close cooperation between the able chairman [Mr. WHITTINGTON] and our distinguished and able friend from Michigan [Mr. DONDEROL]. I do not see that there should be any opposition to this bill, and I repeat, instead of providing for \$500,000,000, which today does not mean more than \$200,000,000 did 15 years ago, it should be much a larger amount. The Eightieth Congress voted \$1,500,000,000 for good roads; \$500,000,000 a year for 3 years and that was when we Republicans were in control.

I hope we vote on it shortly and pass it overwhelmingly.

The CHAIRMAN. The Chair recognizes the gentleman from Mississippi [Mr. RANKIN].

[Mr. RANKIN addressed the Committee. His remarks will appear hereafter in the Appendix.]

The CHAIRMAN. The gentleman from Michigan [Mr. CRAWFORD] is recognized.

Mr. CRAWFORD. Mr. Chairman, I wish to use this 5 minutes discussing this bill and the question of roads and trails.

First, I wish to ask the chairman of the committee to tell us as briefly as possible so as to conserve time, from what

source the \$1,000,000,000 will come which is provided for in this bill for June 30, 1952, and June 30, 1953? In other words, do I understand that the States will have to match the Federal Government to the extent of 50 percent of this figure?

Mr. WHITTINGTON. For the year 1949 the Federal Government collected \$1,326,054,091 in user taxes of which \$503,648,471 were derived from the 1½-cent Federal gasoline tax. This bill authorizes \$500,000,000 for Federal aid primary, secondary, and urban roads to be matched by the States. It also authorizes \$70,000,000 with an increased Federal share to encourage construction on the interregional system. The Federal Government pays the entire cost of roads through parks; so, I would say that the people of the United States, the road users, are providing the funds in this bill. The Federal road user taxes amount to about a billion and a half a year, and the tax on gasoline alone at 1½ cents amounts to approximately \$500,000,000 annually which is the amount of the authorization for each of the 2 years.

Mr. CRAWFORD. That answers the question: The people who use the roads pay for the roads.

A few months ago we had a steel strike in this country. To keep the automobile factories running in the great State of Michigan it was necessary for the automobile manufacturers to use trucks and airplanes and railroads day and night pushing everything to the maximum to get steel on hand to accommodate payrollees working in the factories during the steel strike so that the automobile business would not have to shut down on account of the steel strike. We had a coal strike; we had a railroad strike a few days ago; and let me say something to all the Members of this House: We are not going to take the trucks off the highways of the United States now or later. Anybody ought to know that who knows anything about the economy of the country; anybody who thinks at all ought to know that the railroads alone cannot serve the economy of the United States.

Anybody ought to know we will have to build stronger roads and wider roads and more roads in order to accommodate the traffic of the United States if we are going to pay 50 percent of the obligations that we have agreed to pay.

The trucks that use the highways pay for the use of those highways, else you can place the responsibility right with the State public utilities commissions who control those trucks. There is no point in getting up here and kicking about the trucks using the highways. I have shipped too many goods all over this country by rail, air, and trucks. So rather than conceding to anybody that you are going to reduce the trucks that use the highways, I say you are going to put more trucks on the highways. If this Congress exercises good judgment in peacetime it will build highways that will accommodate tourist cars and trucks. In wartime, in time of emergency, when there are strikes in our great basic industries, we need these roads, and my friend and colleague, the

gentleman from Michigan [Mr. HOFFMAN] knows that just as well as I do.

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield?

Mr. CRAWFORD. I yield to the gentleman from Michigan.

Mr. HOFFMAN of Michigan. Why, sure, I know we need military highways. Does the gentleman know what happened in Germany? The gentleman from Missouri spoke about the highways that Hitler built, and then told how his enemies came in and got into the very heart of the country. I have no grievance against the trucks except I want them to pay their fair share.

Mr. CRAWFORD. They are doing that.

Mr. HOFFMAN of Michigan. That is what the gentleman says.

Mr. CRAWFORD. I say they are doing that or the responsibility lies at the desk of the State public utilities commission. We do not regulate the trucks with respect to the amount they pay for a permit. Congress passes the laws which gives the trucks a chance to apply for an interstate permit so that they may cross State lines. We do not assess for the license plates that they have on that truck. The State public utilities commissions and the Federal regulatory commission assess the charges.

Mr. HOFFMAN of Michigan. Does not the gentleman think the trucks are giving the railways that furnish their on rights-of-way some pretty severe competition just now?

Mr. CRAWFORD. The demands of the traffic in the United States which supports the truck industry create a competitive condition with the railroads, so do the airlines create a competitive condition, so it is the waterways create a competitive condition, but nowhere among all those services have you enough transportation service today to serve the people of this country with expedition if strikes occur or if war is on.

The CHAIRMAN. The Chair recognizes the gentleman from Mississippi [Mr. WHITTINGTON].

Mr. WHITTINGTON. Mr. Chairman, replying to the gentleman from Michigan with respect to large trucks and large loads may I say that the States pay one-half of the cost of the Federal-aid highways. The States regulate the size of the trucks. A Member of Congress told me two weeks ago Sunday that in coming home he passed in one place a line of about 100 trucks, as he estimated, that were stopped by the authorities of Virginia because they were overloaded. The States levy taxes dependent upon size on trucks and buses. The authorities of the State of Virginia arrested and fined the operators of trucks violating State laws. So do authorities of other States. We want the laws enforced, but the enforcement of those laws and the policing of those highways is with the States.

Mr. Chairman, with respect to the matter of Federal aid and with respect to some States paying more than they receive under the terms of this bill, there have been from time to time a few from several of the States who have opposed Federal aid. There have been some from

New York, but what would the people of New York City do if they were not supported by the purchase of their manufactures by the people of the United States? The Union Pacific Railroad, as I recall, is located west of the Mississippi River, yet New York City gets credit for the income taxes that railroad pays, as the main offices and domicile of the corporation are in New York. Many income and other Federal taxes are collected in New York, but they are based upon earnings in other States. Taxes on automobiles are collected in Michigan, but the people of other States pay the taxes. Michigan, like New York, gets credit for taxes that are paid in those States, but really earned in other States.

What about North Carolina? What about Virginia? No complaint about Federal aid comes from those and other States. Who pays the taxes that are collected in North Carolina on cigarettes and tobacco? While collected in North Carolina, while collected in New Jersey and Connecticut for insurance, fire, and life, while collected in Pennsylvania on steel, who pays the taxes that are remitted to the Federal Treasury from these States? Of course the answer is that the people of all the States pay taxes that are collected in North Carolina, Virginia, Pennsylvania, New York, and other States.

For practically 20 years I have heard highway commissioners from practically every State in the United States from time to time. I have heard the few who oppose the money who advocate Federal aid and every 2 years I have seen the Congress of the United States overwhelming, if not unanimously, endorse the proposals of this bill. I think Congress was sound in making that endorsement.

There are no toll roads in this bill that are contributed to by the Federal Government.

In conclusion, permit me to say with respect to the contract features emphasized by my good friend, the gentleman from New York [Mr. TABER], if his contention were to prevail before any mile of road could be constructed in Georgia or in New York there would have to be a hearing before the Committee on Appropriations to determine whether or not that committee would approve the particular road. Under the terms of this bill, tried and tested under a procedure approved by the superintendent of roads of the State of New York, under the administration of Governor Dewey, the best method of the selection of roads has been worked out and tested over a period of more than 25 years, or since the enactment of the original act in 1921.

For my part, and I believe I speak for all the people of the United States, we would rather that the State highway department, with the approval of the Commissioner of Public Roads, select the roads than that any committee or subcommittee of the Appropriations Committee of the Congress select them, because, among other good reasons, the States pay one-half the cost. I know that the terms of this bill, every provision in this bill, have been tried out. The sum of \$500,000,000 was authorized in 1944.

The two members in the other body who insisted on reducing that to \$450,000,000 after the House had passed it at \$500,000,000 in 1948 under the administration of my good friend GEORGE DONDERO, then chairman of the committee on Public Works in the House, than whom there is no finer man or no more valuable Member of Congress—when it went to the other body, the pseudo-advocates of economy were destructive of real economy. The two men on that conference committee who insisted upon reducing that authorization, in the face of the fact that a road that now costs \$55,000,000 cost \$20,000,000 16 years ago, were defeated in the very next election that followed the approval of that conference report in 1948.

I know of no more satisfactory public work, and in all my experience, and I have piloted practically every Federal-Aid Highway Act through this House for the past 18 years, I have never submitted for your consideration a more constructive act, an act fairer to all the people and to all the States of the United States than the bill under consideration, which I trust will be passed.

Mr. ANGELL. Mr. Chairman, I rise in support of H. R. 7941 which is the bill to amend and supplement the Federal-Aid Road Act, approved July 11, 1916, as amended. I am a member of the Public Works Committee which considered this bill and it was reported unanimously by the committee after extensive hearings and careful consideration by the committee. While the Public Works Committee desires to cooperate in a program of economy in order to curtail so far as possible public expenditures and keep the Federal budget in balance, yet after due consideration it felt that it could not, in deference to the welfare of the Nation, eliminate the necessary authorization for expenditures for the public roads of the United States. This bill merely carries out a program that has been in existence since 1921 providing Federal aid for construction of the highway system throughout the Nation. As a matter of fact appropriations authorized by this bill, while in dollars a little in excess of those heretofore appropriated annually, in road-construction accomplishment it is less than is usually appropriated by reason of the shrinkage in the construction dollar. As you are aware, it takes approximately \$3 now to provide road construction that could be secured with \$2 before the war.

Furthermore revenues from Federal gasoline, oil, and motor equipment taxes imposed on road users exceeds these moneys authorized for roads. In fact these taxes pay into the Federal Treasury almost three times as much as is authorized by this bill. As was pointed out by our chairman, a country without roads is a country which has never developed. Nations which provide for essential highways are nations which are in the forefront in civilization. With the advance in the construction of automobiles, trucks, and other motor vehicles, the necessity for good roads becomes essential. In fact, motorists who provide the funds by reason of the taxes levied on automobile equipment, gasoline, and oil are happy to do so if the

funds thus procured are utilized in providing adequate roads for motor travel.

During the war, owing to the cessation of road construction except that necessary for the prosecution of the war, we lagged behind in keeping our highways abreast of the needs of the Nation. In fact, the roads have been wearing out faster than replacement by new construction. We could well afford to authorize double the amount carried in this bill, and by so doing we would still lag behind in bringing the highway system of America up to standard and adequate for carrying the highway traffic.

While it is true trucks are using our highways extensively for the transportation of freight, not only between cities but for transcontinental traffic, the trucks are paying their way and are contributing to the Federal Treasury much larger sums than those needed to provide adequate highways for such traffic.

As reported by the committee, section 1 of the bill authorizes the appropriation of \$500,000,000 for each of the fiscal years ending June 30, 1952 and 1953. It divides the amount authorized for each of said fiscal years into three categories, namely, \$225,000,000 for projects on the Federal-aid primary highway system, \$150,000,000 for projects on the Federal-aid secondary highway system, and \$125,000,000 for projects on the Federal-aid highway system in urban areas. It provides that said sums, respectively, for each fiscal year shall be apportioned among the several States in the manner now provided by law and in accordance with the formulas set forth in section 4 of the Federal Aid Highway Act of 1944. However, the provision in section 4 (b) of the Federal Aid Highway Act of 1944, respecting the apportionment of the funds authorized by said act for secondary and feeder roads, requires that the population shown by the Federal census of 1940 shall be used. Since it is possible that population figures from the Federal census of 1950, which is now being taken, may be available by the time the first apportionment under the bill is made, provision has been inserted in section 1 that the census figures used shall be those shown by the latest available Federal census. This change makes the population figures that shall be used in apportioning funds for secondary roads the same as those required by section 4 (c) of the Federal Aid Highway Act of 1944 with respect to the apportionment of the funds therein provided for urban areas—that is, those shown by the latest available Federal census.

In addition to the foregoing, section 2 (a) of the bill would authorize the appropriation of the additional sum of \$70,000,000 for each of the fiscal years 1952 and 1953 for expediting the construction, reconstruction, and improvement of the national system of interstate highways. This is the first instance in which Congress has recognized the national system of interstate highways by authorizing an appropriation for expenditure exclusively on said system. This subsection provides that the sum authorized for each fiscal year shall be apportioned among the States in the ratio which the population of each State

bears to the total population of all the States, as shown by the latest available Federal census, but that no State shall receive less than three-fourths of 1 percent of the sum apportioned for each fiscal year. It further provides that any State may use its apportionment of any funds now or hereafter authorized for expenditure solely on the national system of interstate highways either to finance projects on said system on the regular matching basis, or to increase the Federal payment by one-half of the State's pro rata of the cost of any such project financed on the regular matching basis from Federal primary or urban funds. In other words, in a State in which the Federal pro rata is 50 percent, it would make it possible to finance a project on a 50-50 basis with regular primary or urban funds, and to increase the Federal share above the 50 percent pro rata by as much as one-half of the State's 50 percent.

Subsection (b) of section 2 provides that any State that may issue bonds and use the proceeds thereof for the construction of toll-free facilities in order to accelerate the improvement of the national system of interstate highways may apply any part of its apportionment of the funds now or hereafter authorized for expenditure on said system of highways for retiring the annual maturities of the principal indebtedness of such bonds. However, the facility constructed with the proceeds of such bonds would have to be constructed in accordance with plans and specifications approved in advance by the Commissioner of Public Roads. A further safeguard is provided by requiring that payments to any State pursuant to this subsection shall be made exclusively from the State's apportionments of funds authorized for expenditure on such system of highways, and that the provision for such payments authorized by this subsection shall not be construed as a commitment or obligation on the part of the United States to provide such funds.

The bill also provides for park roads and trails which lie exclusively within federally owned lands, and therefore should be constructed and maintained by the Federal Government.

In the Pacific Northwest, where large stands of marketable timber still exist, there is critical need of the construction and maintenance of adequate forest highways not only to protect the forests, a large percentage of which is owned by the Federal Government, but also to permit the marketing of forest products as the timber becomes ripe and available for marketing.

This bill covers a period of 2 years, which, with the existing authorization remaining 1 year, makes a 3-year period, which is necessary to permit the States to formulate programs and enact the necessary legislation to secure matching funds to meet these requirements. Without an extended period of this kind it would be impossible for the various States of the Union to meet the matching provisions and provide the necessary funds to enable them to carry on a continuous program of road construction.

Mr. Chairman, I feel that this bill is a good bill, one that is in keeping with

program of road construction for the internal development of our Nation which have been carried on for years, and one which is more than self-supporting in that road users provide the funds to meet the payments authorized in the bill. For that reason I am glad to give it my support.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. KARSTEN, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, pursuant to House Resolution 565, he reported the bill back to the House.

The SPEAKER. Under the rule, the previous question is ordered.

The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

Mr. KEATING. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. KEATING. I am, Mr. Speaker.

The SPEAKER. The gentleman qualifies.

The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. KEATING moves to recommit H. R. 7941 to the Committee on Public Works with instructions to report the same back forthwith to the House with the following amendment:

On page 1, line 7, strike out "\$500,000,000" and insert "\$400,000,000."

On page 2, line 3, strike out "\$225,000,000" and insert "\$180,000,000."

On page 2, line 5, strike out "\$150,000,000" and insert "\$120,000,000."

On page 2, line 10, strike out "\$125,000,000" and insert "\$100,000,000."

Mr. WHITTINGTON. Mr. Speaker, I move the previous question on the motion to recommit.

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

The question was taken; and on a division (demanded by Mr. KEATING) there were—ayes 24, noes 113.

So the motion to recommit was rejected.

The SPEAKER. The question is on the passage of the bill.

The question was taken; and on a division (demanded by Mr. TABER) there were—ayes 140, noes 18.

Mr. TABER. Mr. Speaker, I object to the vote on the ground that a quorum is not present, and make the point of order that a quorum is not present.

The SPEAKER. The Chair thinks a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 246, nays 34, not voting 152, as follows:

[Roll No. 170]

YEAS—246

Abernethy Gorski Norton
Addonizio Gossett O'Brien, Ill.
Allen, La. Granger O'Brien, Mich.
Andersen, Grant O'Hara, Minn.
H. Carl Green O'Konski
Andresen, Gregory O'Neill
August H. Gross O'Sullivan
Andrews Hagen O'Toole
Angell Hale Patman
Aspinall Harden Patten
Auchincloss Hardy Perkins
Barrett, Wyo. Hare Peterson
Bates, Ky. Harris Philbin
Battle Harrison Pickett
Beall Havenner Poage
Beckworth Kays, Ark. Polk
Bennett, Mich. Kays, Ohio Preston
Bentsen Hedrick Price
Biemiller Heffernan Priest
Bishop Herlong Rains
Blackney Eill Ramsay
Blatnik Hoffman, Ill. Rankin
Boggs, Del. Holmes Redden
Boggs, La. Hope Reed, Ill.
Bolling Horan Rees
Bolton, Md. Howell Regan
Bosone Huber Robeson
Breen Hull Rodino
Brehm Jackson, Wash. Rogers, Fla.
Brooks Javits Rogers, Mass.
Brown, Ga. Jenkins Rooney
Bryson Jensen Sanborn
Buckley, Ill. Johnson Sasscer
Burdick Jonas Saylor
Burke Jones, Ala. Scrivner
Burleson Jones, Mo. Shelley
Burnside Jones, N. C. Short
Byrnes, Wis. Karst Simpson, Ill.
Cannon Karsten Smith, Kans.
Carnahan Kee Smith, Va.
Carroll Kelley, Pa. Smith, Wis.
Chelf Kelly, N. Y. Spence
Chipfield Kerr Stanley
Christopher Kilday Steed
Clemente King Stefan
Clevenger Lane Stockman
Colmer Lanham Sullivan
Combs Larcade Sutton
Cooper Lemke Tackett
Corbett Lesinski Talle
Cox Lind Tauriello
Crawford Linehan Teague
Crook Lovre Thomas
Crosser McCarthy Thornberry
Cunningham McCormack Tollefson
Curtis McCulloch Trimble
Davis, Tenn. McGregor Underwood
Davis, Wis. McGuire Van Zandt
Delaney McMillan, S. C. Velde
Denton Mack, Ill. Vinson
D'Ewart Mansfield Vorys
Dollinger Marcantonio Vursell
Dondero Marsalis Walter
Donohue Marshall Welch
Doughton Martin, Mass. Werdel
Eberhartner Mason Wheeler
Elliott Meyer Whitaker
Ellsworth Michener Whitten
Evins Miller, Md. Whittington
Fallon Miller, Nebr. Wier
Fellows Mills Williams
Flood Mitchell Willis
Fogarty Morris Wilson, Ind.
Forand Morrison Wilson, Okla.
Ford Moulder Wilson, Tex.
Fugate Multer Winstead
Fulton Murdock Withrow
Furcolo Murray, Tenn. Wolcott
Garmatz Murray, Wis. Wolverson
Gary Nelson Yates
Gathings Norland Young
Golden Norblad Zablocki
Gordon Norrell

NAYS—34

Bates, Mass. Hoffman, Mich. Sadlak
Canfield James St. George
Cole, N. Y. Kean Shafer
Coudert Keating Simpson, Pa.
Dague Kunkel Taber
Elston Latham Towe
Fenton LeFevre Wadsworth
Gamble Lucas Wagner
Gavin Nicholson Wigglesworth
Goodwin Reed, N. Y. Woodruff
Graham Ribicoff
Hesilton Rich

NOT VOTING—152

Abbutt Gore Miller, Calif.
Albert Granahan Monroney
Allen, Calif. Guill Morgan
Allen, Ill. Gwinn Morton
Anderson, Calif. Hall, Murphy
Arends Edwin Arthur Nixon
Bailey Hall, O'Hara, Ill.
Barden Leonard W. Pace
Baring Halleck Passman
Barrett, Pa. Hand Patterson
Bennett, Fla. Hart Pfeiffer
Bolton, Ohio Harvey Joseph L.
Bonner Hébert Pfeiffer
Boykin Heiler William L.
Bramblett Herter Phillips, Calif.
Brown, Ohio Hinshaw Phillips, Tenn.
Buchanan Hobbs Plumley
Buckley, N. Y. Hoeven Potter
Bulwinkle Holifield Poulson
Burton Irving Powell
Byrne, N. Y. Jackson, Calif. Quinn
Camp Jacobs Rabaut
Carlyle Jenison Rhodes
Case, N. J. Jennings Richards
Case, S. Dak. Judd Riehlman
Cavalcante Kearney Rivers
Celler Kearns Roosevelt
Chatham Keefe Sabath
Chesney Kennedy Sadowski
Chudoff Keogh Scott, Hardie
Cole, Kans. Kilburn Scott,
Cooley Kirwan Hugh D., Jr.
Cotton Klein Scudder
Davenport Kruse Secrest
Davies, N. Y. LeCompte Sheppard
Davis, Ga. Lichtenwalter Sikes
Dawson Lodge Sims
Deane Lyle Smathers
DeGraffenried Lynch Smith, Ohio
Dingell McConnell Stagers
Dolliver McDonough Stigler
Douglas McGrath Taylor
Doyle McKinnon Thompson
Durham McMillen, Ill. Walsh
Eaton McSweeney Welch
Engel, Mich. Mack, Wash. White, Calif.
Engle, Calif. Macy White, Idaho
Feighan Madden Wickersham
Fernandez Magee Widnall
Fisher Mahon Wood
Frazier Martin, Iowa Woodhouse
Gillette Mervow
Gilmer Miles

So the bill was passed.

The Clerk announced the following pairs:

On this vote:

Mr. Abbutt for, with Mr. Riehlman against.
Mr. Mack of Washington for, with Mr. Taylor against.
Mr. Stigler for, with Mr. Jenison against.
Mr. Gilmer for, with Mr. Lodge against.
Mr. Secrest for, with Mr. Cotton against.
Mr. Hébert for, with Mr. Macy against.
Mr. Roosevelt for, with Mr. Herter against.
Mr. Klein for, with Mr. Widnall against.
Mr. Heller for, with Mr. Plumley against.
Mr. Keogh for, with Mr. Eaton against.
Mr. Chatham for, with Mr. Gillette against.

Until further notice:

Mr. Murphy with Mr. Allen of California.
Mr. Feighan with Mr. Arends.
Mr. Sabath with Mr. Brown of Ohio.
Mr. Miller of California with Mr. Jackson of California.
Mr. Morgan with Mr. Allen of Illinois.
Mr. Frazier with Mr. Judd.
Mr. Jacobs with Mr. Kearney.
Mr. McSweeney with Mr. Scudder.
Mr. Irving with Mr. Poulson.
Mr. Hart with Mr. William L. Pfeiffer.
Mr. Granahan with Mr. Dolliver.
Mr. Barrett of Pennsylvania with Mr. Anderson of California.
Mr. Chudoff with Mr. Jennings.
Mr. Cavalcante with Mr. Kearns.
Mr. Rabaut with Mr. Hardie Scott.
Mr. Rhodes with Mr. Hand.
Mr. Joseph L. Pfeiffer with Mr. Halleck.
Mr. Bailey with Mr. Leonard W. Hall.
Mr. Baring with Mrs. Bolton of Ohio.
Mr. Davenport with Mr. Engel of Michigan.
Mr. deGraffenried with Mr. Cole of Kansas.
Mr. Bennett of Florida with Mr. Gwinn.

Mr. Dingell with Mr. Hoeven.
Mr. Buchanan with Mr. Nixon.
Mr. Doyle with Mr. Case of New Jersey.
Mr. Lynch with Mr. Case of South Dakota.
Mr. Davis of Georgia with Mr. Edwin Arthur Hall.
Mr. Engle of California with Mr. Harvey.
Mr. Fisher with Mr. Hinshaw.
Mr. Kruse with Mr. Potter.
Mr. O'Hara of Illinois with Mr. Phillips of Tennessee.
Mr. Sadowski with Mr. Phillips of California.
Mr. Sikes with Mr. Patterson.
Mr. Sims with Mr. Morton.
Mr. Smathers with Mr. Hugh D. Scott, Jr.
Mr. Walsh with Mr. Bramblett.
Mr. Wickersham with Mr. Keefe.
Mr. Wood with Mr. LeCompte.
Mrs. Woodhouse with Mr. McDonough.
Mr. Magee with Mr. Lichtenwalter.
Mr. Madden with Mr. McConnell.
Mr. McKinnon with Mr. Martin of Iowa.
Mr. McGrath with Mr. Mervow.
Mr. Deane with Mr. McMillen of Illinois.
Mr. Burton with Mr. Smith of Ohio.
Mrs. Douglas with Mr. Guill.

Mr. FENTON changed his vote from "yea" to "nay."

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND REMARKS

Mr. WHITTINGTON. Mr. Speaker, I ask unanimous consent that all Members may have five legislative days in which to extend their remarks on the highway bill just passed.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

DEFICIENCY APPROPRIATION BILL, 1950

Mr. KERR, from the Committee on Appropriations, reported the bill (H. R. 8567) making appropriations to supply deficiencies in certain appropriations for the fiscal year ending June 30, 1950, and for other purposes (Rept. No. 2113), which was read a first and second time, and, with the accompanying papers, referred to the Committee of the Whole House on the State of the Union and ordered to be printed.

Mr. TABER reserved all points of order on the bill.

DISTRICT OF COLUMBIA APPROPRIATION BILL, 1951

Mr. BATES of Kentucky, from the Committee on Appropriations, reported the bill (H. R. 8568) making appropriations for the government of the District of Columbia and other activities chargeable in whole or in part against the revenues of such District for the fiscal year ending June 30, 1951, and for other purposes (Rept. No. 2114), which was read a first and second time, and, with the accompanying papers, referred to the Committee of the Whole House on the State of the Union and ordered to be printed.

Mr. STOCKMAN reserved all points of order on the bill.

COMMITTEE ON FOREIGN AFFAIRS

Mr. KEE. Mr. Speaker, on behalf of the Committee on Foreign Affairs, I ask unanimous consent that I may have un-



81ST CONGRESS
2D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

MAY 22 (legislative day, MARCH 29), 1950

Read twice and referred to the Committee on Public Works

AN ACT

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That for the purpose of carrying out the provisions of the
4 Federal-Aid Road Act approved July 11, 1916 (39 Stat.
5 355), and all Acts amendatory thereof and supplementary
6 thereto, there is hereby authorized to be appropriated the
7 sum of \$500,000,000 for the fiscal year ending June 30,
8 1952, and a like sum for the fiscal year ending June 30,
9 1953.

1 The sum herein authorized for each fiscal year shall be
2 available for expenditure as follows:

3 (a) \$225,000,000 for projects on the Federal-aid pri-
4 mary highway system.

5 (b) \$150,000,000 for projects on the Federal-aid
6 secondary highway system as set forth in paragraph (b) of
7 section 3 of the Federal-Aid Highway Act of 1944 (58
8 Stat. 838), as amended or supplemented by the Federal-
9 Aid Highway Act of 1948 (62 Stat. 1105).

10 (c) \$125,000,000 for projects on the Federal-aid high-
11 way system in urban areas.

12 The said sums, respectively, for any fiscal year, shall be
13 apportioned among the several States in the manner now
14 provided by law and in accordance with the formulas set
15 forth in section 4 of the Federal-Aid Highway Act of 1944
16 approved December 20, 1944: *Provided*, That the census
17 figures used in making said apportionments shall be those
18 shown by the latest available Federal census.

19 Any sums apportioned to any State under the provisions
20 of this section and under the provisions of section 2 hereof
21 shall be available for expenditure in that State for two fiscal
22 years after the close of the fiscal year for which such sums
23 are authorized, and any amount so apportioned remaining
24 unexpended at the end of such period shall lapse: *Provided*,
25 That such funds for any fiscal year shall be deemed to have

1 been expended if a sum equal to the total of the sums ap-
2 portioned to the State for such fiscal year is covered by
3 formal agreements with the Commissioner of Public Roads
4 for the improvement of specific projects as provided by
5 this Act.

6 SEC. 2. (a) For the purpose of expediting the construc-
7 tion, reconstruction, and improvement, inclusive of necessary
8 bridges and tunnels, of the National System of Interstate
9 Highways, designated in accordance with the provisions of
10 section 7 of the Federal-Aid Highway Act of 1944 (58
11 Stat. 838), there is hereby authorized to be appropriated
12 the additional sum of \$70,000,000 for the fiscal year ending
13 June 30, 1952, and a like additional sum for the fiscal year
14 ending June 30, 1953. The sum herein authorized for each
15 fiscal year shall be apportioned among the several States in
16 the ratio which the population of each State bears to the
17 total population of all of the States as shown by the latest
18 available Federal census: *Provided*, That no State shall
19 receive less than three-fourths of 1 per centum of the sum
20 authorized to be apportioned for each year under this sub-
21 section, and the sum apportioned to each State may be
22 utilized to pay the Federal pro rata share now authorized
23 by law on account of any project on the National System
24 of Interstate Highways, or may be used to increase the
25 Federal payment on account of any such project financed

1 with Federal-aid primary or urban funds by one-half of
2 the State's share of the cost thereof over and above the
3 regular Federal pro rata now authorized in such State.

4 (b) Any State that shall issue bonds and use the pro-
5 ceeds of such bonds for the construction of toll-free facilities
6 in order to accelerate the improvement of the National
7 System of Interstate Highways may apply any portion of
8 the funds herein, or hereafter, authorized for expenditure on
9 said system of highways and apportioned to such State under
10 the provisions of this section to aid in retirement of annual
11 maturities of the principal indebtedness of such bonds to the
12 extent that the proceeds of such bonds are actually expended
13 in the construction of said system of highways: *Provided*,
14 That payment of Federal funds on the principal indebtedness
15 of such bonds shall be made only on account of any such
16 facility that is constructed in accordance with plans and
17 specifications approved in advance of construction by the
18 Commissioner of Public Roads: *Provided further*, That pay-
19 ment of Federal funds pursuant to this subsection shall not
20 exceed the pro rata basis authorized by subsection (a) of
21 this section: *And provided further*, That payments to any
22 State pursuant to this subsection shall be made exclusively
23 from apportionments to such State from funds authorized by
24 the Congress to be apportioned for expenditure on said sys-
25 tem of highways and this subsection shall not be construed

1 as a commitment or obligation on the part of the United
2 States to provide such funds.

3 SEC. 3. For the purpose of carrying out the provisions
4 of section 23 of the Federal Highway Act (42 Stat. 218),
5 as amended and supplemented, there is hereby authorized to
6 be appropriated (1) for forest highways the sum of \$20,-
7 000,000 for the fiscal year ending June 30, 1952, and a like
8 sum for the fiscal year ending June 30, 1953; and (2) for
9 forest development roads and trails the sum of \$17,500,000
10 for the fiscal year ending June 30, 1952, and a like sum
11 for the fiscal year ending June 30, 1953: *Provided, That,*
12 immediately upon the passage of this Act, the appropriation
13 herein authorized for forest highways for the fiscal year
14 ending June 30, 1952, shall be apportioned by the Secretary
15 of Commerce for expenditure in the several States, Alaska,
16 and Puerto Rico, according to the area and value of the land
17 owned by the Government within the national forests therein
18 which the Secretary of Agriculture is hereby directed to
19 determine and certify to him from such information, sources,
20 and departments as the Secretary of Agriculture may deem
21 most accurate, and hereafter, on or before January 1 next
22 preceding the commencement of each succeeding fiscal year
23 the Secretary of Commerce shall make like apportionment
24 of the appropriation authorized for such fiscal year: *Provided*
25 *further, That* the Commissioner of Public Roads may incur

1 obligations, approve projects, and enter into contracts under
2 the apportionment of such authorizations, and his action in
3 so doing shall be deemed a contractual obligation of the
4 Federal Government for the payment of the cost thereof:
5 *Provided further*, That the appropriations made pursuant to
6 authorizations heretofore, herein, and hereafter enacted for
7 forest highways shall be considered available to the Com-
8 missioner of Public Roads for the purpose of discharging
9 the obligations created hereunder in any State or Territory:
10 *Provided further*, That the total expenditures on account of
11 any State or Territory shall at no time exceed its authorized
12 apportionment: *And provided further*, That appropriations
13 for forest highways shall be administered in conformity with
14 regulations jointly approved by the Secretary of Commerce
15 and the Secretary of Agriculture.

16 SEC. 4. (a) For the construction, reconstruction, im-
17 provement, and maintenance of roads and trails, inclusive
18 of necessary bridges, in national parks, monuments, and
19 other areas administered by the National Park Service, in-
20 cluding areas authorized to be established as national parks
21 and monuments, and national park and monument approach
22 roads authorized by the Act of January 31, 1931 (46 Stat.
23 1053), as amended, there is hereby authorized to be ap-
24 propriated the sum of \$10,000,000 for the fiscal year ending
25 June 30, 1952, and a like sum for the fiscal year ending

1 June 30, 1953: *Provided*, That of the sum authorized by
2 this subsection for each fiscal year not more than \$4,000,000
3 shall be used for the maintenance of such roads and trails
4 and not more than \$1,000,000 shall be used for the con-
5 struction of minor roads and trails: *Provided further*, That
6 hereafter appropriations for the construction, reconstruction,
7 and improvement of such park and monument roads shall
8 be administered in conformity with regulations jointly ap-
9 proved by the Secretary of the Interior and the Secretary
10 of Commerce, and projects for the construction, reconstruc-
11 tion, and improvement of such park and monument roads
12 shall be agreed upon jointly by the Secretary of the Interior
13 and the Secretary of Commerce.

14 (b) For the construction and maintenance of parkways,
15 to give access to national parks and national monuments,
16 or to become connecting sections of a national parkway
17 plan, over lands to which title has been transferred to the
18 United States by the States or by private individuals, there
19 is hereby authorized to be appropriated the sum of
20 \$13,000,000 for the fiscal year ending June 30, 1952, and a
21 like sum for the fiscal year ending June 30, 1953: *Provided*,
22 That of the sum authorized by this subsection for each fiscal
23 year not more than \$500,000 shall be used for the mainte-
24 nance of parkway roads and not more than \$400,000 shall
25 be used for the construction of minor roads and trails within

1 parkway boundaries: *Provided further*, That hereafter ap-
2 propriations for the construction of parkways shall be
3 administered in conformity with regulations jointly approved
4 by the Secretary of the Interior and the Secretary of Com-
5 merce, and projects for parkway construction shall be agreed
6 upon jointly by the Secretary of the Interior and the Secre-
7 tary of Commerce.

8 (c) For the construction, improvement, and mainte-
9 nance of Indian reservation roads and bridges and roads
10 and bridges to provide access to Indian reservations and
11 Indian lands under the provisions of the Act approved May
12 26, 1928 (45 Stat. 750), there is hereby authorized to be
13 appropriated the sum of \$6,000,000 for the fiscal year ending
14 June 30, 1952, and a like sum for the fiscal year ending
15 June 30, 1953: *Provided*, That the location, type, and
16 design of all roads and bridges constructed shall be approved
17 by the Bureau of Public Roads before any expenditures are
18 made thereon, and all such construction shall be under the
19 general supervision of the Bureau of Public Roads.

20 SEC. 5. All provisions of the Federal-Aid Highway
21 Act of 1944, approved December 20, 1944 (58 Stat. 838),
22 and the provisions of the Federal-Aid Highway Act of
23 1948, approved June 29, 1948 (62 Stat. 1105), not incon-
24 sistent with this Act, shall remain in full force and effect.

25 SEC. 6. That section 14 of the Federal Highway Act,

1 approved November 9, 1921 (42 Stat. 212), is hereby
2 amended to read as follows:

3 "SEC. 14. It shall be the duty of the State to maintain
4 any highway within its boundaries after construction under
5 the provisions of this Act. If at any time the Commissioner
6 of the Bureau of Public Roads shall find that any such
7 highway in any State is not being properly maintained he
8 shall call such fact to the attention of the highway depart-
9 ment of such State and if within ninety days after receipt of
10 such notice said highway has not been put in a proper
11 condition of maintenance, then the Commissioner of Public
12 Roads shall withhold approval of further projects in such
13 State until such highway has been restored to a proper con-
14 dition of maintenance: *Provided*, That in any State wherein
15 the highway department is without legal authority to main-
16 tain a highway so constructed as a secondary or an urban
17 road project the highway department of such State shall
18 enter into a formal agreement with the appropriate officials
19 of the county or city in which such highway is located for
20 its maintenance, and if at any time the Commissioner of
21 Public Roads shall find that such highway is not being
22 properly maintained he shall call such fact to the attention
23 of the highway department of such State and if within ninety
24 days after receipt of such notice said highway has not been
25 put in proper condition of maintenance **then** the Commis-

1 sioner of Public Roads shall withhold approval of further
2 secondary or urban road projects in such county or city
3 until said highway shall have been placed in a proper
4 condition of maintenance.”

5 SEC. 7. That subsection (a) of section 5 of the Federal-
6 Aid Highway Act of 1944, approved December 20, 1944
7 (58 Stat. 838), is hereby amended by increasing the Federal
8 share payable on account of the costs of rights-of-way from
9 “one-third” to not exceed “one-half” of such costs.

10 SEC. 8. Section 3a of the Federal Highway Act of
11 November 9, 1921, as amended by the Act of February
12 20, 1931 (46 Stat. 1173), is hereby amended to read
13 as follows:

14 “SEC. 3a. That the Secretary of Commerce is authorized
15 to cooperate with the State highway departments and with
16 the Department of the Interior in the construction of public
17 highways within Indian reservations and national parks and
18 monuments under the jurisdiction of the Department of the
19 Interior, and to pay the amount assumed therefor from the
20 funds allotted or apportioned under this Act to the State
21 wherein the reservations and national parks and monuments
22 are located.”

23 SEC. 9. Not to exceed \$10,000,000 of any money here-
24 tofore or hereafter appropriated for expenditure in accord-
25 ance with the provisions of the Federal Highway Act, as

1 amended and supplemented, shall be available for expenditure
2 by the Commissioner of Public Roads, in accordance with
3 the provisions of the Federal Highway Act, as amended and
4 supplemented, as an emergency relief fund, after receipt of
5 an application therefor from the highway department of any
6 State, in the repair or reconstruction of highways and bridges
7 on the primary or secondary Federal-aid highway systems
8 which he shall find have suffered serious damage as the
9 result of disaster over a wide area, such as by floods, hurri-
10 canes, tidal waves, earthquakes, severe storms, landslides,
11 or other catastrophes in any part of the United States, and
12 there is hereby authorized to be appropriated any sum or
13 sums necessary to reimburse the funds so expended from
14 time to time under the authority of this section: *Provided*,
15 That no expenditures shall be made with respect to any
16 such catastrophe in any State unless an emergency has been
17 declared by the Governor of such State and concurred in
18 by the Commissioner of Public Roads: *Provided further*,
19 That the Federal share payable on account of any repair
20 or reconstruction project provided for by funds made avail-
21 able under this section shall not exceed 50 per centum of
22 the cost thereof.

23 SEC. 10. The Commissioner of Public Roads is author-
24 ized and directed to assist in carrying out the action program
25 of the President's Highway Safety Conference and to co-

1 operate with the State highway departments and other
2 agencies in this program to advance the cause of safety on
3 the streets and highways: *Provided*, That not to exceed
4 \$75,000 shall be expended annually for the purposes of this
5 section.

6 SEC. 11. The Secretary is authorized to delegate to the
7 Commissioner of Public Roads any authority vested in him
8 by this Act.

9 SEC. 12. If any section, subsection, or other provision
10 of this Act or the application thereof to any person or cir-
11 cumstance is held invalid, the remainder of this Act and the
12 application of such section, subsection, or other provision to
13 other persons or circumstances shall not be affected thereby.

14 SEC. 13. That all Acts or parts of Acts in any way in-
15 consistent with the provisions of this Act are hereby repealed,
16 and this Act shall take effect on its passage.

17 SEC. 14. This Act may be cited as the "Federal-Aid
18 Highway Act of 1950".

Passed the House of Representatives May 19, 1950.

Attest:

RALPH R. ROBERTS,
Clerk.

81ST CONGRESS
2^D SESSION

H. R. 7941

AN ACT

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

MAY 22 (legislative day, March 29), 1950

Read twice and referred to the Committee on
Public Works

S. 3424

IN THE SENATE OF THE UNITED STATES

JUNE 14 (legislative day, JUNE 7), 1950

Referred to the Committee on Public Works and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. MAYBANK to the bill (S. 3424) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz: On page 25, between lines 19 and 20, insert the following new section and renumber all succeeding sections accordingly:

- 1 SEC. 14. (a) The definitions of the terms "bridge"
- 2 and "bridge owner" contained in section 1 of the Act of
- 3 June 21, 1940, entitled "An Act to provide for the altera-
- 4 tion of certain bridges over navigable waters of the United
- 5 States, for the apportionment of the cost of such alterations
- 6 between the United States and the owners of such bridges,
- 7 and for other purposes" (54 Stat. 497; 33 U. S. C. 511),
- 8 are amended to read as follows:

1 “The term ‘bridge’ means a lawful bridge over navigable
2 waters of the United States, including approaches, fenders,
3 and appurtenances thereto, (a) which is used and operated
4 for the purpose of carrying railroad traffic, or both railroad
5 and highway traffic, and (b) if a State, a political subdi-
6 vision thereof, or a municipality is the owner or a joint owner
7 thereof, which is used and operated for the purpose of carry-
8 ing highway traffic.

9 “The term ‘bridge owner’ means any corporation, asso-
10 ciation, municipality, partnership, or individual owning any
11 bridge, and, when any bridge shall be in the possession or
12 under the control of any trustee, receiver, trustee in bank-
13 ruptcy, or lessee, said term shall include both the owner of
14 the legal title and the person or entity in possession or con-
15 trol of such bridge.”

16 (b) Section 13 of such Act of June 21, 1940 (54 Stat.
17 502; 33 U. S. C. 523), is amended by striking out the
18 words “used for railroad traffic”.

19 (c) There is hereby authorized to be appropriated, in
20 addition to the sums heretofore authorized, the sum of
21 \$500,000 for the fiscal year ending June 30, 1951, to be
22 available until expended, for the purpose of carrying into
23 effect the amendments made by this section.

AMENDMENT

Intended to be proposed by Mr. MAYBANK to the bill (S. 3424) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

JUNE 14 (legislative day, JUNE 7), 1950
Referred to the Committee on Public Works and
ordered to be printed

AMENDING AND SUPPLEMENTING THE FEDERAL-AID ROAD ACT,
APPROVED JULY 11, 1916 (39 STAT. 355), AS AMENDED AND SUP-
PLEMENTED, TO AUTHORIZE APPROPRIATIONS FOR CONTINU-
ING THE CONSTRUCTION OF HIGHWAYS

JULY 14 (legislative day, JULY 1), 1950.—Ordered to be printed

Mr McCLELLAN, from the Committee on Public Works, submitted
the following

REPORT

[To accompany H. R. 7941]

The Committee on Public Works, to whom was referred the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill, as amended, do pass.

Prior to the passage of H. R. 7941 by the House of Representatives, the committee had under consideration the bill S. 3424, introduced by the chairman, Senator Chavez of New Mexico, which is an omnibus highway bill providing Federal-aid authorizations for the fiscal years 1952 and 1953. While the hearings on S. 3424 were in progress, H. R. 7941 was referred to the committee and testimony was received concerning the provisions of both bills. As the principal testimony was directed primarily to the Senate bill, S. 3424, the committee considered it desirable to perfect the latter bill, rather than to make numerous detailed amendments directly to the House bill. In reporting the House bill, the committee is therefore recommending the language of the perfected Senate bill as a substitute for all of the House language after the enacting clause.

GENERAL STATEMENT

The committee held hearings extending over 12 days and received testimony and statements from more than 50 persons or organizations. These witnesses included all of the principal organizations interested in highway development and the Federal and local agencies charged

with supervision and carrying out of the Federal-aid programs. The testimony shows conclusively that the need for highway improvements is substantially a continuing one which should be carried out as rapidly as fiscal conditions will permit. Estimates of the total cost of work required to put our Nation-wide system of highways in adequate condition range upward to 41 billions of dollars. It seems obvious that such a program is so large that it can only be handled on a progressive, continuing basis. This is the basis upon which the Federal-aid program was founded initially and has been conducted since its inception in 1916.

Witnesses gave estimates of the Federal funds needed for the three principal Federal-aid systems varying from \$500,000,000 to \$741,000,000 per year. The President in his budget message recommended the amount of \$500,000,000 per year for the Federal-aid systems, with emphasis upon the interstate highway system within this total. Several witnesses recommended a separate fund for the interstate system with authorizations larger than the amount of \$70,000,000 per year included in the bill passed by the House. Increased authorizations were also recommended on some of the other miscellaneous road systems on Federal lands. Extensive testimony was also heard concerning the needs and problems of local rural roads, and in considering this subject, the committee also had before it the hearings of last year on S. 244 and S. 1471 and a report on the local rural-road problem made by the Bureau of Public Roads at the request of the committee. Representatives of the State Department and other Federal agencies testified concerning the Inter-American Highway. The needs for access roads to defense installations were also brought out during the course of the hearings.

In reporting its recommendations on this bill, the committee has adhered to the basic principles underlying the established Federal-aid highway systems. It has modified the mechanics of carrying forward the program only to the extent of emphasizing the need for increased application of effort on certain phases of the program. It is contemplated that such modifications will clarify the intent of Congress in providing for these phases of the program, and it is believed that they will provide a better balanced program in keeping with the needs reflected by the testimony received by the committee.

AUTHORIZATIONS FOR FEDERAL-AID SYSTEMS

The total annual authorizations for the three Federal-aid systems contained in the Federal Highway Act of 1944 amounted to \$500,000,000. In the Federal-Aid Highway Act of 1948 this total was modified to \$450,000,000 per year for the fiscal years 1950 and 1951, because of the problems in bringing the highway program back into full swing following the curtailment of this work during the war years. These latter problems have now been entirely overcome, and the committee has concluded that the program should be restored to at least the basis established in the 1944 act.

The House bill authorizes the amount of \$500,000,000 per year divided into the three categories as follows: \$225,000,000 for the primary system; \$150,000,000 for the secondary system; \$125,000,000 for the urban system.

These are the same relative proportions distributed among the three systems as established in the 1944 act and continued in the 1948 act. The House bill has departed from these relative proportions in one respect, however, since it has added a further annual authorization of \$70,000,000 to be applied solely to the national system of interstate highways. This is the first instance in which Congress has recognized the national system of interstate highways by authorizing funds for expenditure exclusively on that system, and it is in keeping with the recommendation of the President that emphasis be placed upon that system. The highways which make up the national interstate system are all a part of either the regular primary or urban Federal-aid systems, and for this reason the authorization of this additional amount can be construed in effect as an increase in the proportions of the overall Federal-aid program which are allocated to the primary and urban systems. The committee is in full agreement with this action, since it has been greatly impressed with the testimony with regard to the need for expediting improvement of the national interstate system. The committee was equally impressed, however, with the need for further clarification of the secondary-road program and its application to the county highways and similar local roads of this class. The committee has therefore added language to insure that the secondary system will be carried out in such a way as to encompass adequate provisions for the county class of highways, and it has increased the amount for the secondary system substantially in keeping with the increases approved by the House for the primary and urban systems. A full discussion of the views of the committee with respect to the application of the secondary funds is contained later in this report.

The total of the authorizations for the three Federal-aid systems recommended by the committee amounts to \$550,000,000 for each of the fiscal years 1952 and 1953. This total is divided as follows: \$225,000,000 for the primary system; \$200,000,000 for the secondary system; \$125,000,000 for the urban system.

In addition, the committee recommends retaining the separate authorization of \$70,000,000 per year for the national interstate system, which will in fact be applied on the primary and urban systems as discussed above.

The approximate amounts which each State would receive of the sums authorized by sections 1 and 2 of the bill have been computed by the Bureau of Public Roads and are shown in a table furnished to the committee. These amounts were computed on the basis of present-day population totals estimated by the Bureau of the Census, on the assumption that it is possible that the 1950 census figures will be available by the time the apportionments are made. If, however, the 1950 population figures should not be available, then the figures shown by the 1940 Federal census would have to be used and the amounts shown for the respective States would necessarily be changed from those shown in the table. The table is as follows:

Approximate apportionment of Federal-aid highway funds ¹

State	Interstate system (\$70,000,000)	Primary (\$225,000,000)	Secondary (\$200,000,000)	Urban (\$125,000,000)	Subtotal— primary, secondary and urban (\$550,000,000)	Total (\$620,000,000)
Alabama.....	\$1,457,000	\$4,605,000	\$4,827,000	\$1,160,000	\$10,592,000	\$12,049,000
Arizona.....	991,000	3,291,000	3,073,000	338,000	6,702,000	7,693,000
Arkansas.....	1,167,000	3,711,000	3,944,000	486,000	8,141,000	9,308,000
California.....	3,223,000	10,273,000	7,645,000	10,830,000	28,748,000	31,971,000
Colorado.....	1,210,000	3,948,000	3,548,000	872,000	8,368,000	9,578,000
Connecticut.....	457,000	1,421,000	1,046,000	2,660,000	5,127,000	5,584,000
Delaware.....	337,000	1,083,000	962,000	205,000	2,250,000	2,587,000
Florida.....	1,060,000	3,392,000	3,046,000	1,816,000	8,254,000	9,314,000
Georgia.....	1,716,000	5,419,000	5,490,000	1,433,000	12,342,000	14,058,000
Idaho.....	834,000	2,746,000	2,565,000	206,000	5,517,000	6,351,000
Illinois.....	2,697,000	8,442,000	6,116,000	8,788,000	23,346,000	26,043,000
Indiana.....	1,701,000	5,325,000	4,783,000	3,084,000	13,192,000	14,893,000
Iowa.....	1,697,000	5,354,000	5,102,000	1,432,000	11,888,000	13,585,000
Kansas.....	1,716,000	5,466,000	5,124,000	1,034,000	11,624,000	13,340,000
Kentucky.....	1,282,000	4,040,000	4,329,000	1,141,000	9,510,000	10,792,000
Louisiana.....	1,060,000	3,372,000	3,375,000	1,472,000	8,219,000	9,279,000
Maine.....	589,000	1,886,000	1,814,000	520,000	4,220,000	4,809,000
Maryland.....	600,000	1,872,000	1,606,000	1,846,000	5,324,000	5,924,000
Massachusetts.....	912,000	2,832,000	1,029,000	6,234,000	10,095,000	11,007,000
Michigan.....	2,205,000	6,925,000	5,588,000	5,931,000	18,444,000	20,649,000
Minnesota.....	1,841,000	5,856,000	5,389,000	2,031,000	13,276,000	15,117,000
Mississippi.....	1,239,000	3,923,000	4,233,000	505,000	8,661,000	9,900,000
Missouri.....	2,029,000	6,408,000	5,865,000	2,829,000	15,102,000	17,131,000
Montana.....	1,344,000	4,450,000	4,039,000	247,000	8,736,000	10,080,000
Nebraska.....	1,348,000	4,289,000	4,020,000	660,000	8,969,000	10,307,000
Nevada.....	857,000	2,871,000	2,574,000	83,000	5,528,000	6,385,000
New Hampshire.....	337,000	1,083,000	962,000	454,000	2,499,000	2,836,000
New Jersey.....	938,000	2,911,000	1,415,000	5,593,000	9,919,000	10,857,000
New Mexico.....	1,081,000	3,585,000	3,310,000	246,000	7,141,000	8,222,000
New York.....	3,303,000	10,295,000	5,512,000	17,314,000	33,121,000	36,424,000
North Carolina.....	1,694,000	5,339,000	5,827,000	1,394,000	12,560,000	14,254,000
North Dakota.....	996,000	3,220,000	3,065,000	175,000	6,460,000	7,456,000
Ohio.....	2,498,000	7,797,000	6,139,000	7,531,000	21,467,000	23,965,000
Oklahoma.....	1,518,000	4,831,000	4,705,000	1,147,000	10,683,000	12,201,000
Oregon.....	1,210,000	3,932,000	3,618,000	1,115,000	8,665,000	9,875,000
Pennsylvania.....	2,820,000	8,797,000	6,795,000	9,755,000	25,347,000	28,167,000
Rhode Island.....	337,000	1,083,000	962,000	1,011,000	3,056,000	3,393,000
South Carolina.....	936,000	2,955,000	3,239,000	595,000	6,789,000	7,725,000
South Dakota.....	1,056,000	3,419,000	3,232,000	194,000	6,845,000	7,901,000
Tennessee.....	1,500,000	4,717,000	4,851,000	1,526,000	11,094,000	12,594,000
Texas.....	4,431,000	14,227,000	13,432,000	4,527,000	32,186,000	36,617,000
Utah.....	768,000	2,545,000	2,265,000	465,000	5,275,000	6,043,000
Vermont.....	337,000	1,083,000	962,000	188,000	2,233,000	2,570,000
Virginia.....	1,306,000	4,115,000	4,287,000	1,492,000	9,894,000	11,200,000
Washington.....	1,180,000	3,783,000	3,443,000	1,885,000	9,111,000	10,291,000
West Virginia.....	749,000	2,360,000	2,627,000	712,000	5,699,000	6,448,000
Wisconsin.....	1,659,000	5,236,000	4,745,000	2,451,000	12,432,000	14,091,000
Wyoming.....	825,000	2,746,000	2,487,000	130,000	5,363,000	6,188,000
Hawaii.....	-----	1,083,000	962,000	428,000	2,473,000	2,473,000
District of Colum- bia.....	337,000	1,083,000	962,000	1,299,000	3,344,000	3,681,000
Puerto Rico.....	-----	1,137,000	1,564,000	843,000	3,544,000	3,544,000

¹ The population factors used in computing these apportionments were based on 1949 Census Bureau estimates of total population (1948 estimates for Hawaii and Puerto Rico), and 1940 ratios of rural and urban population to total population. The area factor used was based on 1940 census data, and the factor for mileage of rural delivery and star routes was based on 1949 data. The apportionments are subject to revision upon availability of 1950 data for population, area, and mileage of rural delivery and star routes.

NOTE.—Interstate system funds apportioned according to the primary formula with no State receiving less than 0.5 percent of the funds apportioned, and no apportionments made to Hawaii and Puerto Rico, Primary, secondary, and urban funds apportioned among the 48 States, District of Columbia, Hawaii, and Puerto Rico, in accordance with formulas set forth in sec. 4 of the Federal-aid Highway Act of 1944.

SECONDARY-HIGHWAY FUNDS

As to the secondary-highway funds, primary consideration was given by the committee to:

1. The type of road upon which the funds were to be expended;
2. The specifications to be required;
3. The manner of selecting the projects;
4. An expanded rural roads program in the States, with technical skill available to each county program.

After considering all the testimony on the bill and the testimony at hearings in 1949 on rural-road legislation, the committee reached the following conclusions:

1. That secondary-highway funds should be used on local rural roads and roads of the county-road class so as to develop a county system of improved roads that would really serve the rural areas, with particular reference to rural communities that are not otherwise served by all-weather roads; to meet special conditions in some States, discretion should be vested in the Commissioner of Public Roads and the State highway commissions in the respective States, permitting the use of these funds for a higher type of road, but that this should not be done unless the Commissioner and the State highway commission could certify on a factual basis that it was impractical in that particular State to use all of the money exclusively on local rural roads or county roads. The provision does not require an agreement between the Commissioner and a State highway commission as to any particular project or element thereof; it is contemplated that the concurring certificate shall cover an over-all general program for that particular State for the entire fiscal year, and of course shall be entered into at sometime prior to the beginning of the fiscal year.

2. The committee feels that in the past, too great a percentage of the secondary funds have been spent on high-specification projects, thus permitting fewer miles of road to be improved. The committee thinks that as to these funds, more emphasis should be placed on extended mileage of roads rather than the elimination of curves, steep grades, etc. The committee believes that the Bureau should take more active, affirmative steps in seeing that more liberal specifications are used with reference to rural roads.

3. The committee concluded that projects for construction should be originated by the State authorities and by the local authorities acting together; that the participation in these selections by the local authorities was not a mere formality, but that actual participation by the local authorities and the highway commissions is required, and will assure the soundest program.

4. The committee was impressed with Commissioner MacDonald's testimony that secondary-road funds should be channeled down to the county level for local rural roads, and his plan for the counties to be assisted in building up a county system of roads, so that more communities would be served by all-weather roads and the county systems could have the benefit of technical and engineering skill in the expenditure of their own funds as well as the Federal-aid funds. The committee was also impressed with the proposals of several witnesses to create in each State highway department a rural-roads division charged primarily with the responsibility of developing rural road programs.

To meet the foregoing conclusions of the committee, the following provisions of the bill were inserted, with the belief that satisfactory adjustments to the present programs can be made through a gradual but certain process within the limits of these provisions, and that within 2 years great progress will be made through the expected cooperation of the local authorities, State highway commissions, and the Commissioner of Public Roads:

Said funds shall be expended only on local rural roads, or county roads, or roads of the county-road class, with types of construction that can be maintained

at reasonable cost to provide reasonable all-year service, and the projects for construction shall be selected by the State highway departments and by the appropriate local officials with respect to their areas in cooperation with each other: *Provided*, That if the State highway department of any State with the concurrence of the Commissioner of Public Roads shall find on a factual basis and so certify that in said State it will be impracticable to expend said funds, or a specified percentage thereof, that have been allotted to said State, on said class or classes of roads, then such percentage of said funds allotted to that State as may be so certified may be expended on other secondary roads or secondary highways, including State highways, in said State.

Any State desiring to avail itself of the benefits of the funds apportioned for expenditure on the Federal-aid secondary highway system shall establish in its State highway department within six months after the close of the next regular session of its legislature, a secondary road unit and such department shall be suitably organized to discharge to the satisfaction of the Secretary of Commerce, the duties herein required: *Provided*, That any State highway department may arrange with any county or group of counties having competent highway engineering personnel, suitably organized and equipped to the satisfaction of the State highway department, to supervise construction and maintenance on a county-unit or group-unit basis for the construction and maintenance of secondary road projects: *Provided further*, That the term "county" as used in this section shall be construed to include corresponding units of government under any other name in States which do not have county organizations, and likewise in those States in which the county government does not have jurisdiction over highways it may be construed to mean any local governmental unit vested with jurisdiction over local highways.

The committee observes that this language of the report pertaining to the secondary funds has been carefully considered by the committee and expressly adopted by the committee.

DIFFERENCES BETWEEN HOUSE AND SENATE BILLS

Federal-aid secondary system.—The authorization for secondary roads was increased from \$150,000,000 per year in the House bill to \$200,000,000 per year as recommended by the committee. A discussion of the application and administration of the secondary funds has been included previously in this report.

National system of interstate highways.—The committee recommends the same authorization as in the House bill, namely, \$70,000,000 per year, but it proposes to change the apportionment from the straight population basis contained in the House bill to the Federal-aid primary fund formula which is based upon the three factors of population, area, and mileage of rural mail routes. The committee recommendation also includes a third option with respect to the matching of funds by the States, namely, a matching of straight 75-percent Federal funds to 25 percent State or local funds. Other recommendations consist of a requirement that preference be given to the widening of narrow pavement and the widening and strengthening of deficient bridges; and authorization for the use of these funds for the retirement of bonds issued by the county, city, or other political subdivision, as well as by the State, as provided for in the House bill.

Forest roads and trails.—The committee increased this authorization from \$17,500,000 per year as contained in the House bill to \$20,000,000 per year. These roads are extensively used in the production of timber, grazing, and for protection of the national forests. Testimony showed that the annual cut of timber in the national forests could be increased as much as 50 percent by speeding up the improvement of the roads and trails. The committee believes that the increase recommended is fully warranted.

Parkways.—With respect to this item in section 4 (b) of the bill, the committee recommends continuing this authorization at the same figure adopted by the House, \$13,000,000 per year for the fiscal years 1952 and 1953. Because of the strategic value of the Baltimore-Washington Parkway to national defense, a provision was added to this authorization making \$3,000,000 of these funds available immediately for proceeding with construction of that parkway.

Indian roads.—The House bill contained an authorization of \$6,000,000 per year. The Senate committee recommends that this be increased to a total of \$10,000,000 per year. This program has been lagging behind the imperative needs for many years. Most Indian reservations are isolated and not even served by any reliable or adequate transportation facilities. As the health, education, and welfare of the Indian population and the administration of their reservations are almost entirely dependent upon highway transportation, the committee feels that this moderate increase is well justified.

Inter-American Highway.—There is no provision in the House bill covering this subject. The Senate committee has considered carefully the presentation of State Department officials and other Government representatives concerning the importance of the completion of the Inter-American Highway to commerce between the United States and the Central American Republics, as well as the general aspects of hemispheric solidarity. The committee therefore recommends an authorization of \$8,000,000 per year for a period of 8 years, which will be used on a matching basis for the completion of this important international highway link. The initial development of this route was authorized in the act of December 26, 1941, and the current authorization contained in this bill will merely provide for the completion of the work contemplated in the 1941 act.

Rama Road.—The committee recommends the authorization of \$4,000,000 per year for a 2-year period for the completion of the road between San Benito and Rama in the Republic of Nicaragua, which has been partially completed pursuant to an agreement between the United States and Nicaragua. The committee considers that it is desirable to complete this work in order to fulfill diplomatic obligations entered into several years ago when the initial work was accomplished.

Access roads.—Testimony taken by the committee disclosed that there is need at the present time for a modest expenditure of funds to provide access roads to defense installations at a few locations in the country. The recommendations of the Bureau of Public Roads and the Bureau of the Budget at the time the hearings were held by the committee were that an authorization of \$10,000,000 be provided for the access roads program. In view of the international developments which have occurred subsequent to that date, the committee feels that this amount should be increased in the interest of preparedness on this important part of national-defense efforts. It has therefore provided an authorization of \$25,000,000 for this program to be expended under substantially the same conditions that were applied to the same program undertaken during the recent war.

The committee also considered the possible effects of a national emergency upon other phases of the over-all road program. It was noted that at the outbreak of hostilities during the recent war considerable difficulty was experienced at the beginning in arranging for prompt improvement of strategic roads because of the lack of

adequate authorization for the use of available road funds on such roads. The committee therefore felt that it would be desirable in the light of the existing international conditions to incorporate appropriate provisions in the bill which would permit the use of any available Federal highway funds for essential defense projects in the event of a national emergency declared by the Congress or by the President.

Tongass Forest roads, Alaska.—The Secretaries of Agriculture and Commerce presented information to the committee to the effect that the road system in southeastern Alaska within the Tongass National Forest must be improved and extended to provide for the increasing population and expanding industries caused by national defense efforts. In recognition of the importance of Alaska to the Nation's defense measures, the committee feels justified in recommending an authorization of \$3,500,000 per year for 2 years to expand the road facilities in this area.

Roads on the public domain.—The committee received testimony that there are a few cases still existing where sections of important highways lying entirely on the Federal Government domain have not been improved due to the lack of habitation on such lands and the inability of the States to spread their highway funds far enough to reach to such roads. Authorizations which have been provided previously to take care of such cases have been exhausted, and upon the basis of estimates secured from the Bureau of Public Roads, the committee feels that a further authorization of \$5,000,000 per year for a period of 2 years is warranted to accomplish the improvement of the few remaining links falling within this category.

Bypassing.—In view of the many difficult problems resulting from the relocation of highways so as to bypass long-established cities or towns, it is the view that most careful attention should be given by the responsible State officials to insure that such bypassing is based upon sound premises, that the residents of the cities or towns are given the opportunity to express their views on the matter, and that the economic losses have been carefully balanced against the advantages of the proposed new location. The committee has therefore added a section requiring that when a State highway department submits plans involving the bypassing of a city, town, or village, it shall certify to the Commissioner of Public Roads that it has had public hearings and considered the economic effect of such a location.

OTHER PROVISIONS OF THE BILL

Other provisions of the bill which were not changed by the committee are as follows:

Section 3 authorizes an appropriation of \$20,000,000 for forest highways for each of the fiscal years 1952 and 1953. This is the same amount as adopted by the House and the same as authorized in the last Highway Act passed in 1948.

Section 4 (a) continues the authorizations for park roads and trails at the same figure adopted by the House and carried in the Highway Act of 1948, namely, \$10,000,000 per year for the fiscal years 1952 and 1953.

Section 6 would amend section 14 of the Federal Highway Act approved November 9, 1921 (42 Stat. 212), to provide that the main-

tenance will remain the responsibility of the States, but the entire State will not be penalized in case a county or municipality should fail to maintain a road not under the jurisdiction of a State for maintenance. It would eliminate the authority for Federal agencies to enter a State and perform maintenance work, to charge the cost against the State's apportionment, and to refuse approval of further projects in such States until the road is properly maintained. Withholding of approval of projects would apply to cities or counties not properly maintaining the road projects for which they are legally responsible.

Section 7 would increase the Federal share payable on account of the costs of rights-of-way from one-third to one-half of such costs.

Section 8 would authorize the Secretary of Commerce to cooperate with the State highway departments and the Department of the Interior in the construction of public highways within national parks and monuments in the same manner as now authorized for similar highways on Indian reservations.

Section 9 would authorize the use of not to exceed \$10,000,000 from available funds as an emergency relief fund for the repair or reconstruction of highways and bridges on the primary or secondary highway systems damaged, or destroyed by floods, landslides, or other catastrophes of nature. Federal funds used under this section would not exceed 50 percent of the cost of the repair or reconstruction project.

Section 15 would authorize and direct the Commissioner of Public Roads to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies in this program to advance the cause of safety on the streets and highways. Expenditures would be limited to \$75,000 annually from the administrative funds of the Bureau of Public Roads.

Section 16 would authorize the Secretary of Commerce to delegate to the Commissioner of Public Roads any authority vested in him under the provisions of the bill.

Section 17 provides that if any section, subsection, or other provision of the bill, or the application to any person or circumstance is held invalid, the remainder of the act would not be affected.

Section 18 provides for the repeal of all acts or parts of acts inconsistent with the bill and that the bill shall take effect on its passage.

Section 19 provides that the act may be cited as the "Federal-Aid Highway Act of 1950."

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, there is printed below in one column in roman existing law, and in the opposite column in italics the committee matter proposed by the bill to replace existing law:

EXISTING LAW

SECTION 14, FEDERAL HIGHWAY ACT OF 1921

SEC. 14. That should any State fail to maintain any highway within its boundaries after construction or recon-

NEW LANGUAGE

SEC. 6. That section 14 of the Federal Highway Act, approved November 9, 1921 (42 Stat. 212), is hereby amended to read as follows:

"SEC. 14. It shall be the duty of the State to maintain any highway within its boundaries after construction under

EXISTING LAW

struction under the provisions of this act, the Secretary of Agriculture shall then serve notice upon the State highway department of that fact, and if within ninety days after receipt of such notice said highway has not been placed in proper condition of maintenance, the Secretary of Agriculture shall proceed immediately to have such highway placed in a proper condition of maintenance and charge the cost thereof against the Federal funds allotted to such State, and shall refuse to approve any other project in such State, except as hereinafter provided.

Upon the reimbursement by the State of the amount expended by the Federal Government for such maintenance, said amount shall be paid into the Federal highway fund for reapportionment among all the States for the construction of roads under this act, and the Secretary of Agriculture shall then approve further projects submitted by the State as in this act provided.

Whenever it shall become necessary for the Secretary of Agriculture under the provisions of this act to place any highway in a proper condition of maintenance the Secretary of Agriculture shall contract with some responsible party or parties for doing such work: *Provided, however,* That in case he is not able to secure a satisfactory contract he may purchase, lease, hire, or otherwise obtain all necessary supplies, equipment, and labor, and may operate and maintain such motor and other equipment and facilities as in his judgment are necessary for the proper and efficient performance of his functions.

SECTION 5 (A), FEDERAL HIGHWAY ACT OF 1944

SEC. 5. (a) The Federal share payable on account of any project provided for by the funds made available under the foregoing provisions of this Act shall not exceed 50 per centum of the construction cost thereof other than costs of rights-of-way, and as to costs of rights-of-way shall not exceed one-third of such costs:

SECTION 3 (A), FEDERAL HIGHWAY ACT OF 1921

Amendment of February 20, 1931

SEC. 3a. The Secretary of Agriculture is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations, and to pay the amount assumed therefor from the

NEW LANGUAGE

the provisions of this Act. If at any time the Commissioner of the Bureau of Public Roads shall find that any such highway in any State is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in a proper condition of maintenance, then the Commissioner of Public Roads shall withhold approval of further projects in such State until such highway has been restored to a proper condition of maintenance: Provided, That in any State wherein the highway department is without legal authority to maintain a highway so constructed as a secondary or an urban road project the highway department of such State shall enter into a formal agreement with the appropriate officials of the county or city in which such highway is located for its maintenance, and if at any time the Commissioner of Public Roads shall find that such highway is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in proper condition of maintenance then the Commissioner of Public Roads shall withhold approval of further secondary or urban road projects in such county or city until said highway shall have been placed in a proper condition of maintenance."

SEC. 7. That subsection (a) of section 5 of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), is hereby amended by increasing the Federal share payable on account of the costs of rights-of-way from "one-third" to not exceed "one-half" of such costs.

SEC. 8. Section 3a of the Federal Highway Act of November 9, 1921, as amended by the Act of February 20, 1931 (46 Stat. 1173), is hereby amended to read as follows:

"SEC. 3a. That the Secretary of Commerce is authorized to cooperate with the

EXISTING LAW

funds allotted or apportioned under this act to the State wherein the reservation is located.

CONSTRUCTION OF INTER-AMERICAN
HIGHWAY

[55 Stat. 860]

AN ACT To provide for cooperation with Central American republics in the construction of the Inter-American Highway

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby authorized to be appropriated the sum not to exceed \$20,000,000 to enable the United States to cooperate with the governments of the American republics situated in Central America—that is, with the Governments of the Republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama—in the survey and construction of the proposed Inter-American Highway within the borders of the aforesaid republics. Expenditures of such sums in any such country shall be subject to the receipt of a request therefor and of satisfactory assurances from the government of that country that appropriate commitments have been made by such government to assume at least one-third of the expenditures proposed to be incurred henceforth by that country and by the United States in the survey and construction of such highway within the borders of such country. In no such country shall the expenditures of this Government from the appropriations herein authorized exceed two-thirds of the total expenses henceforth incurred for said survey and construction in that country. No expenditures shall be made hereunder for the construction of said highway until the government of each of the above-named countries shall have given satisfactory assurance to the United States that it will assume at least one-third of the expenditures proposed to be incurred henceforth by that government and by the United States in the survey and construction of such highway within the borders of such country, or has given other assurances satisfactory to the President that it has made appropriate arrangements to complete such survey and construction within a

NEW LANGUAGE

State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior, and to pay the amount assumed therefor from the funds allotted or apportioned under this Act to the State wherein the reservations and national parks and monuments are located."

Sec. 11. (a) Section 1 of the Act entitled "An Act to provide for cooperation with Central American Republics in the construction of the Inter-American Highway", approved December 26, 1941 (55 Stat. 860), is hereby amended to read as follows:

"(b) There is hereby authorized to be appropriated, in addition to the sums heretofore authorized, the sum of \$8,000,000 for the fiscal year ending June 30, 1951, and a like sum for each fiscal year thereafter up to and including the fiscal year ending June 30, 1958, to be available until expended, to enable the United States to cooperate with the Governments of the American Republics situated in Central America—that is, with the Governments of the Republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama—in the survey and construction of the Inter-American Highway within the borders of the aforesaid Republics, respectively. Not to exceed \$3,000,000 of the appropriation hereinabove authorized for each fiscal year may be expended without requiring the country or countries in which such sums may be expended to match any part thereof, if the Secretary of State shall find that the cost of constructing said highway in such country or countries will be beyond their reasonable capacity to bear. The remainder of such authorized appropriations shall be available for expenditure only when matched to the extent required by this Act by the country in which such expenditure may be made. Expenditures from the sums available on a matching basis shall not be made for the survey and construction of any portion of said highway within the borders of any country named herein unless such country shall provide and make available for expenditure in conjunction therewith a sum equal to at least one-third of the expenditures that may be incurred by that Government and the United States on such portion of the highway. All expenditures by the United States under the provisions of this Act for material, equipment, and supplies shall, whenever practicable, be made for products of the United States or of the country in which such survey or construc-

EXISTING LAW

reasonable period. All expenditures by the United States under the provisions of this Act for material, equipment, and supplies shall, whenever practicable, be made for products of the United States or of the country in which such survey or construction work is being carried on.

SEC. 2. The survey and construction work authorized by this Act shall be under the administration of the Public Roads Administration, Federal Works Agency, which shall consult with the appropriate officials of the Department of State with respect to matters involving the foreign relations of this Government, and such negotiations with the governments of the American republics named in section 1 as may be required to carry out the purposes of this Act shall be conducted through, or as authorized by, the Department of State.

SEC. 3. The provisions of this Act shall not create or authorize the creation of any obligations on the part of the Government of the United States with respect to any expenditures for highway construction or survey heretofore or hereafter undertaken in any of the countries enumerated in section 1, other than the expenditures authorized by the provisions of this Act.

Approved, December 26, 1941.

NEW LANGUAGE

tion work is being carried on. Construction work shall be performed by private corporations, firms, or individuals under contracts with the government of the country in which such construction work is being carried on, unless another method of construction is recommended by such government and approved by the Secretary of Commerce in order that the public interest will be served or because the construction work is of a kind not adapted to normal contract procedures. Construction work to be performed under contract shall be advertised for a reasonable period by the Minister of Public Works, or other similar official, of the government concerned in each of the participating countries and contracts shall be awarded pursuant to such advertisements with the approval of the Secretary of Commerce. No part of the appropriations herein authorized shall be available for obligation or expenditure for work on said highway in any cooperating country unless the government of said country shall have assented to the provisions of this Act; shall have furnished satisfactory assurances that it has an organization adequately qualified to administer the functions required of such country under the provisions hereof; and then only as such country may submit requests, from time to time, for the construction of any portion of the highway to standards adequate to meet present and future traffic needs: Provided, That no part of said appropriations shall be available for obligation or expenditure in any such country until the government of that country shall have entered into an agreement with the United States which shall provide, in part, that said country—

"(1) will provide, without participation of funds herein authorized, all necessary right-of-way for the construction of said highway, which right-of-way shall be of a minimum width where practicable of one hundred meters in rural areas and fifty meters in municipalities and shall forever be held inviolate as a part of the highway for public use;

"(2) will not impose any highway toll, or permit any such toll to be charged, for use by vehicles or persons of any portion of said highway constructed under the provisions of this Act;

"(3) will not levy or assess, directly or indirectly, any fee, tax, or other charge for the use of said highway by vehicles or persons from the United States that does not apply equally to vehicles or persons of such country;

"(4) will continue to grant reciprocal recognition of vehicle registration and

EXISTING LAW

NEW LANGUAGE

drivers' licenses in accordance with the provisions of the Convention for the Regulation of Inter-American Automotive Traffic, which was opened for signature at the Pan American Union in Washington on December 15, 1948, and to which such country and the United States are parties, or of any other treaty or international convention establishing similar reciprocal recognition; and

"(5) will provide for the maintenance of said highway after its completion in condition adequately to serve the needs of present and future traffic."





Calendar No. 2048

81ST CONGRESS
2D SESSION

H. R. 7941

[Report No. 2044]

IN THE SENATE OF THE UNITED STATES

MAY 22 (legislative day, MARCH 29), 1950

Read twice and referred to the Committee on Public Works

JULY 14 (legislative day, JULY 1), 1950

Reported by Mr. McCLELLAN, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

AN ACT

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That for the purpose of carrying out the provisions of the
4 ~~Federal-Aid Road Act approved July 11, 1916 (39 Stat.~~
5 ~~355), and all Acts amendatory thereof and supplementary~~
6 ~~thereto,~~ there is hereby authorized to be appropriated the
7 sum of \$500,000,000 for the fiscal year ending June 30,
8 1952, and a like sum for the fiscal year ending June 30,
9 1953.

1 The sum herein authorized for each fiscal year shall be
2 available for expenditure as follows:

3 ~~(a) \$225,000,000 for projects on the Federal aid pri-~~
4 ~~mary highway system.~~

5 ~~(b) \$150,000,000 for projects on the Federal aid~~
6 ~~secondary highway system as set forth in paragraph (b) of~~
7 ~~section 3 of the Federal Aid Highway Act of 1944 (58~~
8 ~~Stat. 838), as amended or supplemented by the Federal-~~
9 ~~Aid Highway Act of 1948 (62 Stat. 1105).~~

10 ~~(c) \$125,000,000 for projects on the Federal aid high-~~
11 ~~way system in urban areas.~~

12 The said sums, respectively, for any fiscal year, shall be
13 apportioned among the several States in the manner now
14 provided by law and in accordance with the formulas set
15 forth in section 4 of the Federal Aid Highway Act of 1944
16 approved December 20, 1944: *Provided*, That the census
17 figures used in making said apportionments shall be those
18 shown by the latest available Federal census.

19 Any sums apportioned to any State under the provisions
20 of this section and under the provisions of section 2 hereof
21 shall be available for expenditure in that State for two fiscal
22 years after the close of the fiscal year for which such sums
23 are authorized, and any amount so apportioned remaining
24 unexpended at the end of such period shall lapse: *Provided*,
25 That such funds for any fiscal year shall be deemed to have

1 been expended if a sum equal to the total of the sums ap-
2 portioned to the State for such fiscal year is covered by
3 formal agreements with the Commissioner of Public Roads
4 for the improvement of specific projects as provided by
5 this Act.

6 SEC. 2 (a) For the purpose of expediting the construc-
7 tion, reconstruction, and improvement, inclusive of necessary
8 bridges and tunnels, of the National System of Interstate
9 Highways, designated in accordance with the provisions of
10 section 7 of the Federal-Aid Highway Act of 1944 (58
11 Stat. 838), there is hereby authorized to be appropriated
12 the additional sum of \$70,000,000 for the fiscal year ending
13 June 30, 1952, and a like additional sum for the fiscal year
14 ending June 30, 1953. The sum herein authorized for each
15 fiscal year shall be apportioned among the several States in
16 the ratio which the population of each State bears to the
17 total population of all of the States as shown by the latest
18 available Federal census: *Provided*, That no State shall
19 receive less than three-fourths of 1 per centum of the sum
20 authorized to be apportioned for each year under this sub-
21 section, and the sum apportioned to each State may be
22 utilized to pay the Federal pro rata share now authorized
23 by law on account of any project on the National System
24 of Interstate Highways, or may be used to increase the
25 Federal payment on account of any such project financed

1 with Federal-aid primary or urban funds by one-half of
2 the State's share of the cost thereof over and above the
3 regular Federal pro rata now authorized in such State.

4 (b) Any State that shall issue bonds and use the pro-
5 ceeds of such bonds for the construction of toll-free facilities
6 in order to accelerate the improvement of the National
7 System of Interstate Highways may apply any portion of
8 the funds herein, or hereafter, authorized for expenditure on
9 said system of highways and apportioned to such State under
10 the provisions of this section to aid in retirement of annual
11 maturities of the principal indebtedness of such bonds to the
12 extent that the proceeds of such bonds are actually expended
13 in the construction of said system of highways: *Provided,*
14 That payment of Federal funds on the principal indebtedness
15 of such bonds shall be made only on account of any such
16 facility that is constructed in accordance with plans and
17 specifications approved in advance of construction by the
18 Commissioner of Public Roads: *Provided further,* That pay-
19 ment of Federal funds pursuant to this subsection shall not
20 exceed the pro rata basis authorized by subsection (a) of
21 this section: *And provided further,* That payments to any
22 State pursuant to this subsection shall be made exclusively
23 from apportionments to such State from funds authorized by
24 the Congress to be apportioned for expenditure on said sys-
25 tem of highways and this subsection shall not be construed

1 as a commitment or obligation on the part of the United
2 States to provide such funds.

3 SEC. 2: For the purpose of carrying out the provisions
4 of section 23 of the Federal Highway Act (42 Stat. 248),
5 as amended and supplemented, there is hereby authorized to
6 be appropriated (1) for forest highways the sum of \$20,-
7 000,000 for the fiscal year ending June 30, 1952, and a like
8 sum for the fiscal year ending June 30, 1953; and (2) for
9 forest development roads and trails the sum of \$17,500,000
10 for the fiscal year ending June 30, 1952, and a like sum
11 for the fiscal year ending June 30, 1953: *Provided, That,*
12 immediately upon the passage of this Act, the appropriation
13 herein authorized for forest highways for the fiscal year
14 ending June 30, 1952, shall be apportioned by the Secretary
15 of Commerce for expenditure in the several States, Alaska,
16 and Puerto Rico, according to the area and value of the land
17 owned by the Government within the national forests therein
18 which the Secretary of Agriculture is hereby directed to
19 determine and certify to him from such information, sources,
20 and departments as the Secretary of Agriculture may deem
21 most accurate, and hereafter, on or before January 1 next
22 preceding the commencement of each succeeding fiscal year
23 the Secretary of Commerce shall make like apportionment
24 of the appropriation authorized for such fiscal year: *Provided-*
25 *further, That the Commissioner of Public Roads may incur*

1 obligations, approve projects, and enter into contracts under
 2 the apportionment of such authorizations, and his action in
 3 so doing shall be deemed a contractual obligation of the
 4 Federal Government for the payment of the cost thereof:
 5 *Provided further,* That the appropriations made pursuant to
 6 authorizations heretofore, herein, and hereafter enacted for
 7 forest highways shall be considered available to the Com-
 8 missioner of Public Roads for the purpose of discharging
 9 the obligations created hereunder in any State or Territory:
 10 *Provided further,* That the total expenditures on account of
 11 any State or Territory shall at no time exceed its authorized
 12 apportionment: *And provided further,* That appropriations
 13 for forest highways shall be administered in conformity with
 14 regulations jointly approved by the Secretary of Commerce
 15 and the Secretary of Agriculture.

16 SEC 4. (a) For the construction, reconstruction, im-
 17 provement, and maintenace of roads and trails, inclusive
 18 of necessary bridges, in national parks, monuments, and
 19 other areas administered by the National Park Service, in-
 20 cluding areas authorized to be established as national parks
 21 and monuments, and national park and monument approach
 22 roads authorized by the Act of January 31, 1931 (46 Stat.
 23 1053), as amended, there is hereby authorized to be ap-
 24 propriated the sum of \$10,000,000 for the fiscal year ending
 25 June 30, 1952, and a like sum for the fiscal year ending

1 June 30, 1953: *Provided*, That of the sum authorized by
2 this subsection for each fiscal year not more than \$4,000,000
3 shall be used for the maintenance of such roads and trails
4 and not more than \$1,000,000 shall be used for the con-
5 struction of minor roads and trails: *Provided further*, That
6 hereafter appropriations for the construction, reconstruction,
7 and improvement of such park and monument roads shall
8 be administered in conformity with regulations jointly ap-
9 proved by the Secretary of the Interior and the Secretary
10 of Commerce, and projects for the construction, reconstruc-
11 tion, and improvement of such park and monument roads
12 shall be agreed upon jointly by the Secretary of the Interior
13 and the Secretary of Commerce.

14 (b) For the construction and maintenance of parkways,
15 to give access to national parks and national monuments,
16 or to become connecting sections of a national parkway
17 plan, over lands to which title has been transferred to the
18 United States by the States or by private individuals, there
19 is hereby authorized to be appropriated the sum of
20 \$13,000,000 for the fiscal year ending June 30, 1952, and a
21 like sum for the fiscal year ending June 30, 1953: *Provided*,
22 That of the sum authorized by this subsection for each fiscal
23 year not more than \$500,000 shall be used for the mainte-
24 nance of parkway roads and not more than \$400,000 shall
25 be used for the construction of minor roads and trails within

1 parkway boundaries: *Provided further*, That hereafter ap-
2 propriations for the construction of parkways shall be
3 administered in conformity with regulations jointly approved
4 by the Secretary of the Interior and the Secretary of Com-
5 merce, and projects for parkway construction shall be agreed
6 upon jointly by the Secretary of the Interior and the Secre-
7 tary of Commerce.

8 (c) For the construction, improvement, and mainte-
9 nance of Indian reservation roads and bridges and roads
10 and bridges to provide access to Indian reservations and
11 Indian lands under the provisions of the Act approved May
12 26, 1928 (45 Stat. 750), there is hereby authorized to be
13 appropriated the sum of \$6,000,000 for the fiscal year ending
14 June 30, 1952, and a like sum for the fiscal year ending
15 June 30, 1953: *Provided*, That the location, type, and
16 design of all roads and bridges constructed shall be approved
17 by the Bureau of Public Roads before any expenditures are
18 made thereon, and all such construction shall be under the
19 general supervision of the Bureau of Public Roads.

20 SEC. 5. All provisions of the Federal-Aid Highway
21 Act of 1944, approved December 20, 1944 (58 Stat. 838),
22 and the provisions of the Federal-Aid Highway Act of
23 1948, approved June 29, 1948 (62 Stat. 1105), not incon-
24 sistent with this Act, shall remain in full force and effect.

25 SEC. 6. That section 14 of the Federal Highway Act,

1 approved November 9, 1924 (42 Stat. 212), is hereby
2 amended to read as follows:

3 "SEC. 14. It shall be the duty of the State to maintain
4 any highway within its boundaries after construction under
5 the provisions of this Act. If at any time the Commissioner
6 of the Bureau of Public Roads shall find that any such
7 highway in any State is not being properly maintained he
8 shall call such fact to the attention of the highway depart-
9 ment of such State and if within ninety days after receipt of
10 such notice said highway has not been put in a proper
11 condition of maintenance, then the Commissioner of Public
12 Roads shall withhold approval of further projects in such
13 State until such highway has been restored to a proper con-
14 dition of maintenance: *Provided*, That in any State wherein
15 the highway department is without legal authority to main-
16 tain a highway so constructed as a secondary or an urban
17 road project the highway department of such State shall
18 enter into a formal agreement with the appropriate officials
19 of the county or city in which such highway is located for
20 its maintenance, and if at any time the Commissioner of
21 Public Roads shall find that such highway is not being
22 properly maintained he shall call such fact to the attention
23 of the highway department of such State and if within ninety
24 days after receipt of such notice said highway has not been

1 put in proper condition of maintenance then the Commis-
2 sioner of Public Roads shall withhold approval of further
3 secondary or urban road projects in such county or city
4 until said highway shall have been placed in a proper
5 condition of maintenance."

6 SEC. 7. That subsection (a) of section 5 of the Federal-
7 Aid Highway Act of 1944, approved December 20, 1944
8 (58 Stat. 838), is hereby amended by increasing the Federal
9 share payable on account of the costs of rights-of-way from
10 "one-third" to not exceed "one-half" of such costs.

11 SEC. 8. Section 3a of the Federal Highway Act of
12 November 9, 1921, as amended by the Act of February
13 20, 1931 (46 Stat. 1173), is hereby amended to read
14 as follows:

15 "SEC. 3a. That the Secretary of Commerce is authorized
16 to cooperate with the State highway departments and with
17 the Department of the Interior in the construction of public
18 highways within Indian reservations and national parks and
19 monuments under the jurisdiction of the Department of the
20 Interior, and to pay the amount assumed therefor from the
21 funds allotted or apportioned under this Act to the State
22 wherein the reservations and national parks and monuments
23 are located."

24 SEC. 9. Not to exceed \$10,000,000 of any money here-
25 tofore or hereafter appropriated for expenditure in accord-

1 ance with the provisions of the Federal Highway Act, as
2 amended and supplemented, shall be available for expenditure
3 by the Commissioner of Public Roads, in accordance with
4 the provisions of the Federal Highway Act, as amended and
5 supplemented, as an emergency relief fund, after receipt of
6 an application therefor from the highway department of any
7 State, in the repair or reconstruction of highways and bridges
8 on the primary or secondary Federal-aid highway systems
9 which he shall find have suffered serious damage as the
10 result of disaster over a wide area, such as by floods, hurri-
11 canes, tidal waves, earthquakes, severe storms, landslides,
12 or other catastrophes in any part of the United States, and
13 there is hereby authorized to be appropriated any sum or
14 sums necessary to reimburse the funds so expended from
15 time to time under the authority of this section: *Provided,*
16 That no expenditures shall be made with respect to any
17 such catastrophe in any State unless an emergency has been
18 declared by the Governor of such State and concurred in
19 by the Commissioner of Public Roads: *Provided further,*
20 That the Federal share payable on account of any repair
21 or reconstruction project provided for by funds made avail-
22 able under this section shall not exceed 50 per centum of
23 the cost thereof.

24 SEC. 10. The Commissioner of Public Roads is author-
25 ized and directed to assist in carrying out the action program

1 of the President's Highway Safety Conference and to co-
 2 operate with the State highway departments and other
 3 agencies in this program to advance the cause of safety on
 4 the streets and highways: *Provided*, That not to exceed
 5 \$75,000 shall be expended annually for the purposes of this
 6 section.

7 SEC. 11. The Secretary is authorized to delegate to the
 8 Commissioner of Public Roads any authority vested in him
 9 by this Act.

10 SEC. 12. If any section, subsection, or other provision
 11 of this Act or the application thereof to any person or cir-
 12 cumstance is held invalid, the remainder of this Act and the
 13 application of such section, subsection, or other provision to
 14 other persons or circumstances shall not be affected thereby.

15 SEC. 13. That all Acts or parts of Acts in any way in-
 16 consistent with the provisions of this Act are hereby repealed,
 17 and this Act shall take effect on its passage.

18 SEC. 14. This Act may be cited as the "~~Federal Aid~~
 19 ~~Highway Act of 1950~~".

20 *That for the purpose of carrying out the provisions of the*
 21 *Federal-Aid Road Act approved July 11, 1916 (39 Stat.*
 22 *355), and all Acts amendatory thereof and supplementary*
 23 *thereto, and for continuing the construction and reconstruc-*
 24 *tion of highways in accordance with the provisions of the*

1 *Federal-Aid Highway Act of 1944 approved December 20.*
2 *1944 (58 Stat. 838), there is hereby authorized to be appro-*
3 *priated the sum of \$550,000,000 for the fiscal year ending*
4 *June 30, 1952, and a like sum for the fiscal year ending*
5 *June 30, 1953.*

6 *The sum herein authorized for each fiscal year shall be*
7 *available for expenditure as follows:*

8 *(a) \$225,000,000 for projects on the Federal-aid high-*
9 *way system.*

10 *(b) \$200,000,000 for projects as set forth in paragraph*
11 *(b) of section 3 of the Federal-Aid Highway Act of 1944*
12 *(58 Stat. 838). Said funds shall be expended only on local*
13 *rural roads, or county roads, or roads of the county-road*
14 *class, with types of construction that can be maintained at*
15 *reasonable cost to provide reasonable all-year service, and*
16 *the projects for construction shall be selected by the State*
17 *highway departments and by the appropriate local officials*
18 *with respect to their areas in cooperation with each other:*
19 *Provided, That if the State highway department of any*
20 *State with the concurrence of the Commissioner of Public*
21 *Roads shall find on a factual basis and so certify that in said*
22 *State it will be impracticable to expend said funds, or a*
23 *specified percentage thereof, that have been allotted to said*
24 *State, on said class or classes of roads, then such percentage*
25 *of said funds allotted to that State as may be so certified may*

1 *be expended on other secondary roads or secondary highways,*
2 *including State highways, in said State.*

3 *(c) \$125,000,000 for projects on the Federal-aid-high-*
4 *way system in urban areas.*

5 *The said sums, respectively, for any fiscal year, shall be*
6 *apportioned among the several States in the manner now*
7 *provided by law and in accordance with the formulas set*
8 *forth in section 4 of the Federal-Aid Highway Act of 1944*
9 *approved December 20, 1944: Provided, That the census*
10 *figures used in making said apportionments shall be those*
11 *shown by the latest available Federal census.*

12 *Any sums apportioned to any State under the provisions*
13 *of this section and under the provisions of section 5 hereof*
14 *shall be available for expenditure in that State for two fiscal*
15 *years after the close of the fiscal year for which such sums*
16 *are authorized, and any amount so apportioned remaining*
17 *unexpended at the end of such period shall lapse: Provided,*
18 *That such funds for any fiscal year shall be deemed to have*
19 *been expended if a sum equal to the total of the sums appor-*
20 *tioned to the State for such fiscal year is covered by formal*
21 *agreements with the Commissioner of Public Roads for the*
22 *improvement of specific projects as provided by this Act.*

23 *SEC. 2. Any State desiring to avail itself of the benefits*
24 *of the funds apportioned for expenditure on the Federal-aid*
25 *secondary highway system shall establish in its State high-*

1 way department within six months after the close of the next
2 regular session of its legislature, a secondary road unit and
3 such department shall be suitably organized to discharge to
4 the satisfaction of the Secretary of Commerce, the duties
5 herein required: Provided, That any State highway depart-
6 ment may arrange with any county or group of counties
7 having competent highway engineering personnel, suitably
8 organized and equipped to the satisfaction of the State high-
9 way department, to supervise construction and maintenance
10 on a county-unit or group-unit basis for the construction and
11 maintenance of secondary road projects: Provided further,
12 That the term "county" as used in this section shall be con-
13 strued to include corresponding units of government under
14 any other name in States which do not have county organiza-
15 tions, and likewise in those States in which the county gov-
16 ernment does not have jurisdiction over highways it may be
17 construed to mean any local governmental unit vested with
18 jurisdiction over local highways.

19 SEC. 3. For the purpose of carrying out the provisions
20 of section 23 of the Federal Highway Act (42 Stat. 218),
21 as amended and supplemented, there is hereby authorized to
22 be appropriated (1) for forest highways the sum of \$20,-
23 000,000 for the fiscal year ending June 30, 1952, and a
24 like sum for the fiscal year ending June 30, 1953; (2) for
25 forest development roads and trails the sum of \$20,000,000

1 for the fiscal year ending June 30, 1952, and a like sum
2 for the fiscal year ending June 30, 1953; and (3) for forest
3 highways within, adjoining, or adjacent to the Tongass Na-
4 tional Forest, the additional sum of \$3,500,000 for the fiscal
5 year ending June 30, 1951, and a like sum for the fiscal
6 year ending June 30, 1952, to provide for the improvement
7 and extension of the highway facilities to serve the present
8 and potential traffic incident to the further development of
9 the timber and other resources of southeastern Alaska: Pro-
10 vided, That immediately upon the passage of this Act, the ap-
11 propriation herein authorized for forest highways for the fiscal
12 year ending June 30, 1952, shall be apportioned by the Secre-
13 tary of Commerce for expenditure in the several States, Alaska,
14 and Puerto Rico, according to the area and value of the land
15 owned by the Government within the national forests therein
16 which the Secretary of Agriculture is hereby directed to
17 determine and certify to him from such information, sources,
18 and departments as the Secretary of Agriculture may deem
19 most accurate, and hereafter, on or before January 1 next
20 preceding the commencement of each succeeding fiscal year
21 the Secretary of Commerce shall make like apportionment of
22 the appropriation authorized for such fiscal year: Provided
23 further, That the Commissioner of Public Roads may incur
24 obligations, approve projects, and enter into contracts under
25 the apportionment of such authorizations, and his action in

1 so doing shall be deemed a contractual obligation of the
2 Federal Government for the payment of the cost thereof:
3 Provided further, That the appropriations made pursuant
4 to authorizations heretofore, herein, and hereafter enacted
5 for forest highways shall be considered available to the
6 Commissioner of Public Roads for the purpose of discharg-
7 ing the obligations created hereunder in any State or Terri-
8 tory: Provided further, That the total expenditures on
9 account of any State or Territory shall at no time exceed its
10 authorized apportionment: And provided further, That
11 appropriations for forest highways shall be administered in
12 conformity with regulations jointly approved by the Secre-
13 tary of Commerce and the Secretary of Agriculture.

14 *SEC. 4. (a) For the construction, reconstruction, im-*
15 *provement, and maintenance of roads and trails, inclusive*
16 *of necessary bridges, in national parks, monuments, and*
17 *other areas administered by the National Park Service,*
18 *including areas authorized to be established as national parks*
19 *and monuments, and national park and monument approach*
20 *roads authorized by the Act of January 31, 1931 (46 Stat.*
21 *1053), as amended, there is hereby authorized to be appro-*
22 *priated the sum of \$10,000,000 for the fiscal year ending*
23 *June 30, 1952, and a like sum for the fiscal year ending*
24 *June 30, 1953: Provided, That of the sum authorized by*

1 this subsection for each fiscal year not more than \$4,000,000
2 shall be used for the maintenance of such roads and trails
3 and not more than \$1,000,000 shall be used for the con-
4 struction of minor roads and trails: Provided further, That
5 hereafter appropriations for the construction, reconstruction,
6 and improvement of such park and monument roads shall
7 be administered in conformity with regulations jointly ap-
8 proved by the Secretary of the Interior and the Secretary
9 of Commerce, and projects for the construction, reconstruc-
10 tion, and improvement of such park and monument roads
11 shall be agreed upon jointly by the Secretary of the Interior
12 and the Secretary of Commerce.

13 (b) For the construction, reconstruction, improvement,
14 and maintenance of parkways, authorized by Acts of Con-
15 gress, on lands to which title is vested in the United States,
16 there is hereby authorized to be appropriated the sum of
17 \$13,000,000 for the fiscal year ending June 30, 1952, and
18 a like sum for the fiscal year ending June 30, 1953: Provided,
19 That of the sum authorized by this subsection for each fiscal
20 year not more than \$500,000 shall be used for the mainte-
21 nance of parkway roads and not more than \$400,000 shall
22 be used for the construction of minor roads and trails within
23 parkway boundaries: Provided further, That hereafter ap-
24 propriations for the construction of parkways shall be
25 administered in conformity with regulations jointly approved

1 *by the Secretary of the Interior and the Secretary of Com-*
2 *merce, and projects for parkway construction shall be agreed*
3 *upon jointly by the Secretary of the Interior and the Secre-*
4 *tary of Commerce: Provided further, That \$3,000,000 of*
5 *the sum authorized for the fiscal year ending June 30, 1952,*
6 *shall be available for contract immediately upon the passage*
7 *of this Act.*

8
9 *(c) For the construction, improvement, and mainte-*
10 *nance of Indian reservation roads and bridges and roads*
11 *and bridges to provide access to Indian reservations and*
12 *Indian lands under the provisions of the Act approved May*
13 *26, 1928 (45 Stat. 750), there is hereby authorized to be*
14 *appropriated the sum of \$10,000,000 for the fiscal year*
15 *ending June 30, 1952, and a like sum for the fiscal year*
16 *ending June 30, 1953: Provided, That the location, type, and*
17 *design of all roads and bridges constructed shall be approved*
18 *by the Commissioner of Public Roads before any expenditures*
19 *are made thereon, and all such construction shall be under*
20 *the general supervision of the Commissioner of Public Roads.*

21 *SEC. 5. (a) For the purpose of expediting the construc-*
22 *tion, reconstruction, and improvement, inclusive of neces-*
23 *sary bridges and tunnels, of the National System of Inter-*
24 *state Highways, designated in accordance with the provisions*
25 *of section 7 of the Federal-Aid Highway Act of 1944 (58*

1 Stat. 838), there is hereby authorized to be appropriated
2 the additional sum of \$70,000,000 for the fiscal year ending
3 June 30, 1952, and a like sum for the fiscal year ending
4 June 30, 1953. The sum herein authorized for each fiscal
5 year shall be apportioned among the several States in the
6 manner now provided by law for the apportionment of
7 Federal-aid primary funds. In the use of the funds herein
8 authorized for the National System of Interstate Highways,
9 preference shall be given to projects for the widening of
10 narrow pavement and the widening and strengthening of
11 deficient bridges on the present highways designated for in-
12 clusion in the Interstate System on existing rights-of-way,
13 alinement and grade insofar as is economically sound and
14 practical from an engineering and safety standpoint.

15 (b) The sum apportioned to each State under the
16 provisions of this section may be utilized to pay the Federal
17 pro rata share now authorized by law on account of any
18 project on the National System of Interstate Highways,
19 or may be used to increase the Federal payment on account
20 of any such project financed with Federal-aid primary or
21 urban funds by one-half of the State's share of the cost
22 thereof over and above the regular Federal pro rata share
23 now authorized in such State, or may be used in the ratio
24 of 75 per centum Federal funds to 25 per centum State or

1 *local funds of the total construction cost of any such project*
2 *including the costs of rights-of-way.*

3 (c) *Any State, county, city, or other political sub-*
4 *division that shall issue bonds and use the proceeds of such*
5 *bonds for the construction of toll-free facilities in order to*
6 *accelerate the improvement of the National System of Inter-*
7 *state Highways, the Federal-aid highway system or the*
8 *Federal-aid highway system in urban areas, may apply any*
9 *portion of the funds herein, or hereafter, authorized for*
10 *expenditure on said systems of highways and apportioned*
11 *to such State under the provisions of section 1 and subsection*
12 *(a) of section 5 to aid in retirement of annual maturities*
13 *of the principal indebtedness of such bonds to the extent that*
14 *the proceeds of such bonds are actually expended in the*
15 *construction of said systems of highways: Provided, That*
16 *payment of Federal funds on the principal indebtedness of*
17 *such bonds shall be made only on account of any such facility*
18 *that is constructed in accordance with plans and specifica-*
19 *tions approved in advance of construction by the Commis-*
20 *sioner of Public Roads: Provided further, That payment*
21 *of Federal funds pursuant to this subsection shall not exceed*
22 *the pro rata basis authorized by section 1 and subsection (b)*
23 *of section 5: And provided further, That payments to any*
24 *State pursuant to this subsection shall be made exclusively*

1 from apportionments to such State from funds authorized by
 2 the Congress to be apportioned for expenditure on said sys-
 3 tems of highways and this subsection shall not be construed
 4 as a commitment or obligation on the part of the United
 5 States to provide such funds.

6 SEC. 6. That section 14 of the Federal Highway Act,
 7 approved November 9, 1921 (42 Stat. 212), is hereby
 8 amended to read as follows:

9 "SEC. 14. It shall be the duty of the State to maintain
 10 any highway within its boundaries after construction under
 11 the provisions of this Act. If at any time the Commissioner
 12 of the Bureau of Public Roads shall find that any such
 13 highway in any State is not being properly maintained he
 14 shall call such fact to the attention of the highway depart-
 15 ment of such State and if within ninety days after receipt
 16 of such notice said highway has not been put in a proper
 17 condition of maintenance, then the Commissioner of Public
 18 Roads shall withhold approval of further projects in such
 19 State until such highway has been restored to a proper
 20 condition of maintenance: Provided, That in any State
 21 wherein the highway department is without legal authority
 22 to maintain a highway so constructed as a secondary or an
 23 urban road project the highway department of such State
 24 shall enter into a formal agreement with the appropriate
 25 officials of the county or city in which such highway is

1 located for its maintenance, and if at any time the Com-
 2 missioner of Public Roads shall find that such highway is
 3 not being properly maintained he shall call such fact to
 4 the attention of the highway department of such State and
 5 if within ninety days after receipt of such notice said high-
 6 way has not been put in proper condition of maintenance
 7 then the Commissioner of Public Roads shall withhold
 8 approval of further secondary or urban road projects in
 9 such county or city until said highway shall have been placed
 10 in a proper condition of maintenance."

11 *SEC. 7. That subsection (a) of section 5 of the Federal-*
 12 *Aid Highway Act of 1944, approved December 20, 1944*
 13 *(58 Stat. 838), is hereby amended by increasing the Fed-*
 14 *eral share payable on account of the costs of rights-of-way*
 15 *from "one-third" to not to exceed "one-half" of such costs.*

16 *SEC. 8. Section 3a of the Federal Highway Act of*
 17 *November 9, 1921, as amended by the Act of February*
 18 *20, 1931 (46 Stat. 1173), is hereby amended to read*
 19 *as follows:*

20 *"SEC. 3a. That the Secretary of Commerce is authorized*
 21 *to cooperate with the State highway departments and with*
 22 *the Department of the Interior in the construction of public*
 23 *highways within Indian reservations and national parks and*
 24 *monuments under the jurisdiction of the Department of the*
 25 *Interior, and to pay the amount assumed therefor from the*

1 funds allotted or apportioned under this Act to the State
2 wherein the reservations and national parks and monuments
3 are located.”

4 SEC. 9. Not to exceed \$10,000,000 of any money here-
5 tofore or hereafter appropriated for expenditure in accord-
6 ance with the provisions of the Federal Highway Act, as
7 amended and supplemented, shall be available for expendi-
8 ture by the Commissioner of Public Roads, in accordance
9 with the provisions of the Federal Highway Act, as amended
10 and supplemented, as an emergency relief fund, after receipt
11 of an application therefor from the highway department of
12 any State, in the repair or reconstruction of highways and
13 bridges on the primary or secondary Federal-aid highway
14 systems, which he shall find have suffered serious damage
15 as the result of disaster over a wide area, such as by
16 floods, hurricanes, tidal waves, earthquakes, severe storms,
17 landslides, or other catastrophes in any part of the
18 United States, and there is hereby authorized to be
19 appropriated any sum or sums necessary to reimburse the
20 funds so expended from time to time under the authority
21 of this section: Provided, That no expenditures shall be made
22 with respect to any such catastrophe in any State unless an
23 emergency has been declared by the Governor of such State
24 and concurred in by the Secretary of Commerce: Provided
25 further, That the Federal share payable on account of any

1 repair or reconstruction project provided for by funds made
2 available under this section shall not exceed 50 per centum
3 of the cost thereof.

4 *SEC. 10. For the purpose of carrying out the provisions*
5 *of section 3 of the Federal Highway Act (42 Stat. 212),*
6 *as amended by the Act of June 24, 1930 (46 Stat. 805),*
7 *there is hereby authorized to be appropriated for the survey,*
8 *construction, reconstruction, and maintenance of main roads*
9 *through unappropriated or unreserved public lands, nontax-*
10 *able Indian lands, or other Federal reservations the sum of*
11 *\$5,000,000 for the fiscal year ending June 30, 1951, and*
12 *a like sum for the fiscal year ending June 30, 1952, to*
13 *remain available until expended: Provided, That such funds*
14 *shall be available for expenditure in the lands hereinbefore*
15 *described on the basis of need in such States, respectively, as*
16 *determined by the Commissioner of Public Roads upon ap-*
17 *plication of the highway departments of the respective States*
18 *and without regard to any law for the apportionment of such*
19 *funds among said States.*

20 *SEC. 11. (a) Section 1 of the Act entitled "An Act*
21 *to provide for cooperation with Central American Republics*
22 *in the construction of the Inter-American Highway", ap-*
23 *proved December 26, 1941 (55 Stat. 860), is hereby*
24 *amended to read as follows:*

25 *"(b) There is hereby authorized to be appropriated,*

1 in addition to the sums heretofore authorized, the sum of
2 \$8,000,000 for the fiscal year ending June 30, 1951, and
3 a like sum for each fiscal year thereafter up to and in-
4 cluding the fiscal year ending June 30, 1958, to be avail-
5 able until expended, to enable the United States to cooperate
6 with the Governments of the American Republics situated
7 in Central America—that is, with the Governments of the
8 Republics of Costa Rica, El Salvador, Guatemala, Hon-
9 duras, Nicaragua, and Panama—in the survey and con-
10 struction of the Inter-American Highway within the borders
11 of the aforesaid Republics, respectively. Not to exceed
12 \$3,000,000 of the appropriation hereinabove authorized for
13 each fiscal year may be expended without requiring the
14 country or countries in which such sums may be expended
15 to match any part thereof, if the Secretary of State shall
16 find that the cost of constructing said highway in such
17 country or countries will be beyond their reasonable capacity
18 to bear. The remainder of such authorized appropriations
19 shall be available for expenditure only when matched to
20 the extent required by this Act by the country in which such
21 expenditure may be made. Expenditures from the sums
22 available on a matching basis shall not be made for the
23 survey and construction of any portion of said highway
24 within the borders of any country named herein unless such
25 country shall provide and make available for expenditure

1 in conjunction therewith a sum equal to at least one-third
2 of the expenditures that may be incurred by that Govern-
3 ment and the United States on such portion of the highway.
4 All expenditures by the United States under the provisions
5 of this Act for material, equipment, and supplies shall,
6 whenever practicable, be made for products of the United
7 States or of the country in which such survey or construction
8 work is being carried on. Construction work shall be per-
9 formed by private corporations, firms, or individuals under
10 contracts with the government of the country in which such
11 construction work is being carried on, unless another method
12 of construction is recommended by such government and
13 approved by the Secretary of Commerce in order that the
14 public interest will be served or because the construction work
15 is of a kind not adapted to normal contract procedures.
16 Construction work to be performed under contract shall be
17 advertised for a reasonable period by the Minister of Public
18 Works, or other similar official, of the government concerned
19 in each of the participating countries and contracts shall be
20 awarded pursuant to such advertisements with the approval
21 of the Secretary of Commerce. No part of the appropria-
22 tions herein authorized shall be available for obligation or
23 expenditure for work on said highway in any cooperating
24 country unless the government of said country shall have
25 assented to the provisions of this Act; shall have furnished

1 *satisfactory assurances that it has an organization adequately*
2 *qualified to administer the functions required of such country*
3 *under the provisions hereof; and then only as such country*
4 *may submit requests, from time to time, for the construction*
5 *of any portion of the highway to standards adequate to*
6 *meet present and future traffic needs: Provided, That no*
7 *part of said appropriations shall be available for obligation*
8 *or expenditure in any such country until the government*
9 *of that country shall have entered into an agreement with*
10 *the United States which shall provide, in part, that said*
11 *country—*

12 “(1) will provide, without participation of funds
13 *herein authorized, all necessary right-of-way for the*
14 *construction of said highway, which right-of-way shall*
15 *be of a minimum width where practicable of one hundred*
16 *meters in rural areas and fifty meters in municipalities*
17 *and shall forever be held inviolate as a part of the*
18 *highway for public use;*

19 “(2) will not impose any highway toll, or permit
20 *any such toll to be charged, for use by vehicles or*
21 *persons of any portion of said highway constructed*
22 *under the provisions of this Act;*

23 “(3) will not levy or assess, directly or indirectly,
24 *any fee, tax, or other charge for the use of said high-*
25 *way by vehicles or persons from the United States that*

1 does not apply equally to vehicles or persons of such
2 country;

3 “(4) will continue to grant reciprocal recognition
4 of vehicle registration and drivers’ licenses in accord-
5 ance with the provisions of the Convention for the
6 Regulation of Inter-American Automotive Traffic, which
7 was opened for signature at the Pan American Union
8 in Washington on December 15, 1943, and to which
9 such country and the United States are parties, or of
10 any other treaty or international convention establishing
11 similar reciprocal recognition; and

12 “(5) will provide for the maintenance of said high-
13 way after its completion in condition adequately to serve
14 the needs of present and future traffic.”

15 SEC. 12. Recognizing the mutual benefits that will accrue
16 to the Republic of Nicaragua and to the United States from
17 the completion of the road from San Benito to Rama in said
18 Republic of Nicaragua, the construction of which road was
19 begun and partially completed pursuant to an agreement
20 between said Republic and the United States, there is hereby
21 authorized to be appropriated the sum of \$4,000,000 for
22 the fiscal year ending June 30, 1951, and a like sum for the
23 fiscal year ending June 30, 1952, for completing the con-
24 struction of such road. No expenditure shall be made here-
25 under for the construction of said road until a request

1 *therefor shall have been received by the Secretary of State*
2 *from the Government of the Republic of Nicaragua nor*
3 *until an agreement shall have been entered into by said*
4 *Republic with the Secretary of State which shall provide, in*
5 *part, that said Republic—*

6 (1) *will provide, without participation of funds*
7 *herein authorized, all necessary right-of-way for the*
8 *construction of said highway, which right-of-way shall*
9 *be of a minimum width where practicable of one hun-*
10 *dred meters in rural areas and fifty meters in munici-*
11 *palities and shall forever be held inviolate as a part of*
12 *the highway for public use;*

13 (2) *will not impose any highway toll, or permit*
14 *any such toll to be charged, for the use of said highway*
15 *by vehicles or persons;*

16 (3) *will not levy or assess, directly or indirectly,*
17 *any fee, tax, or other charge for the use of said road by*
18 *vehicles or persons from the United States that does not*
19 *apply equally to vehicles or persons of such Republic;*

20 (4) *will continue to grant reciprocal recognition of*
21 *vehicle registration and drivers' licenses in accordance*
22 *with the provisions of the Convention for the Regulation*
23 *of Inter-American Automotive Traffic, which was*
24 *opened for signature at the Pan American Union in*
25 *Washington on December 15, 1943, and to which such*

1 *Republic and the United States are parties, or of any*
2 *other treaty or international convention establishing*
3 *similar reciprocal recognition; and*

4 *(5) will maintain said road after its completion*
5 *in proper condition adequately to serve the needs of*
6 *present and future traffic.*

7 *(b) The funds appropriated pursuant to this authoriza-*
8 *tion shall be available for expenditure in accordance with*
9 *the terms of this Act for the survey and construction of the*
10 *said road from San Benito to Rama in the Republic of*
11 *Nicaragua without being matched by said Republic, and*
12 *all expenditures made under the provisions of this Act for*
13 *materials, equipment, and supplies, shall, whenever prac-*
14 *ticable, be made for products of the United States or of*
15 *the Republic of Nicaragua.*

16 *SEC. 13. (a) The Commissioner of Public Roads, with*
17 *the approval of the Secretary of Commerce, is authorized to pro-*
18 *vide for the construction, reconstruction, or improvement of*
19 *roads in order to provide access and service to military, naval,*
20 *and Air Force reservations, facilities, and installations, and*
21 *to other defense facilities and installations of the United States*
22 *Government; and in order to correct critical deficiencies in*
23 *existing roads in adjacent communities on which there is*
24 *serious congestion due primarily to traffic generated by*
25 *military, naval, and Air Force reservations, facilities, and*

1 *installations, or by other defense facilities and installations*
2 *of the United States Government, when such roads are certi-*
3 *fied to the Secretary of Commerce as essential and of major*
4 *importance to the national defense by the Secretary of De-*
5 *fense, or by the Chairman of the Atomic Energy Commission.*
6 *The cost of acquiring new or additional rights-of-way neces-*
7 *sary for projects herein authorized, to the extent determined*
8 *by the Commissioner of Public Roads, may be included as*
9 *part of the cost of constructing such projects. Not to exceed*
10 *\$25,000,000 of any money heretofore or hereafter appro-*
11 *priated for expenditure in accordance with the provisions*
12 *of the Federal Highway Act, as amended and supplemented,*
13 *shall be available for expenditure by the Commissioner of*
14 *Public Roads in accordance with the provisions of such*
15 *Act in carrying out the provisions of this section and there*
16 *is hereby authorized to be appropriated any sum or sums*
17 *necessary to reimburse the funds so expended from time to*
18 *time under authority of this section: Provided, That funds*
19 *made available under this section may be used to pay all*
20 *or any part of the cost of such projects.*

21 *(b) In the event of a national emergency declared by*
22 *the Congress or by the President, the Secretary of Commerce,*
23 *notwithstanding other provisions of the law, may utilize any*
24 *unexpended balances of the amounts authorized and appor-*

1 tioned under the Federal highway legislation for all of the
2 cost of road projects certified as essential to the national
3 defense, by any agency of the Government designated by the
4 President to make such certification, and there is hereby
5 authorized to be appropriated any sum or sums necessary
6 to reimburse the funds so expended under the authority of
7 this subsection.

8 *SEC. 14. Any State highway department which submits*
9 *plans for a Federal-aid highway project involving the by-*
10 *passing of any city, town, or village shall certify to the*
11 *Commissioner of Public Roads that it has had public hear-*
12 *ings and considered the economic effects of such a location.*

13 *SEC. 15. The Comissioner of Public Roads is author-*
14 *ized and directed to assist in carrying out the action program*
15 *of the President's Highway Safety Conference and to cooper-*
16 *ate with the State highway departments and other agencies*
17 *in this program to advance the cause of safety on the streets*
18 *and highways: Provided, That not to exceed \$75,000 shall*
19 *be expended annually for the purposes of this section.*

20 *SEC. 16. The Secretary is authorized to delegate to the*
21 *Commissioner of Public Roads any authority vested in him*
22 *by this Act.*

23 *SEC. 17. If any section, subsection, or other provisions*
24 *of this Act or the application thereof to any person or cir-*

1 *cumstance is held invalid, the remainder of this Act and the*
2 *application of such section, subsection, or other provision to*
3 *other persons or circumstances shall not be affected thereby.*

4 *SEC. 18. That all Acts or parts of Acts in any way*
5 *inconsistent with the provisions of this Act are hereby*
6 *repealed, and this Act shall take effect on its passage.*

7 *SEC. 19. This Act may be cited as the "Federal-Aid*
8 *Highway Act of 1950".*

Passed the House of Representatives May 19, 1950.

Attest:

RALPH R. ROBERTS,

Clerk.

81ST CONGRESS
2^D SESSION

H. R. 7941

[Report No. 2044]

AN ACT

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

MAY 22 (legislative day, MARCH 29), 1950

Read twice and referred to the Committee on
Public Works

JULY 14 (legislative day, JULY 1), 1950

Reported with an amendment



The PRESIDING OFFICER. The time of the Senator from Arkansas has expired.

Is there objection to the present consideration of the bill?

There being no objection, the bill (H. R. 5990) to provide for the construction, development, administration, and maintenance of the Baltimore-Washington Parkway in the State of Maryland and its extension into the District of Columbia as a part of the park system of the District of Columbia and its environs by the Secretary of the Interior, and other purposes, was considered, ordered to a third reading, read the third time, and passed.

INTERSTATE PACT BETWEEN MISSOURI AND ILLINOIS

The Senate proceeded to consider the joint resolution (S. J. Res. 174) granting the consent of Congress to the entry, by the State of Missouri and by the State of Illinois, into a compact or agreement between the State of Missouri and the State of Illinois creating the Bi-State Development Agency and the Bi-State Metropolitan District, which had been reported from the Committee on the Judiciary with an amendment on page 8, line 2, after the word "thereof", to insert:

And provided further, That no power or powers shall be exercised by the Bi-State Agency under that certain portion of article III of such compact which reads:

"8. To exercise such additional powers as shall be conferred on it by the legislature of either State concurred in by the legislature of the other or by act of Congress."

unless and until such power or powers shall have been conferred upon the Bi-State Agency by the legislature of one of the States to the compact and concurred in by the legislature of the other and shall have been approved by an act of Congress.

So as to make the joint resolution read:

Resolved, etc., That the consent of Congress is hereby given to the entry, by the State of Missouri and by the State of Illinois, into the compact or agreement set forth above, and to said compact or agreement and to each and every term and provision thereof: *Provided*, That any obligations issued and outstanding, including the income derived therefrom, under the terms of the compact or agreement, and any amendments thereto, shall be subject to the tax laws of the United States: *And provided further*, That nothing herein contained shall be construed to affect, impair, or diminish any right, power, or jurisdiction of the United States or of any court, department, board, bureau, officer, or official of the United States, in, over, or in regard to the territory which is embraced in the district created by the aforesaid compact or agreement or any navigable waters, or any commerce between the States or with foreign countries, or any bridge, railroad, highway, pier, wharf, or other facility or improvement, or any other person, matter, or thing, forming the subject matter of the aforesaid compact or agreement; or otherwise affected by the terms thereof: *And provided further*, That no power or powers shall be exercised by the Bi-State Agency under that certain portion of article III of such compact which reads:

"8. To exercise such additional powers as shall be conferred on it by the legislature of either State concurred in by the legislature of the other or by act of Congress."

unless and until such power or powers shall have been conferred upon the Bi-State Agency by the legislature of one of the

States to the compact and concurred in by the legislature of the other and shall have been approved by an act of Congress: *And provided further*, That the right to alter, amend, or repeal this resolution is hereby expressly reserved.

The amendment was agreed to.

The joint resolution was ordered to be engrossed for a third reading, read the third time, and passed.

The preamble was agreed to.

ACQUISITION OF OLD STONE HOUSE IN DISTRICT OF COLUMBIA—BILL PASSED OVER

The bill (H. R. 7722) to provide for the acquisition and preservation, as a part of the National Capital Parks system, of the Old Stone House in the District of Columbia, was announced as next in order.

Mr. SCHOEPEL. By request, I ask that the bill be passed over.

The PRESIDING OFFICER. The bill will be passed over.

Mr. WHERRY. Mr. President, I wonder if there is anything in the bill which the Senator from Kansas has asked to have passed over which the Senator who wishes to have the bill passed over would wish amended.

Mr. SCHOEPEL. The Senator who asked me to request that the bill go over is not now on the floor of the Senate.

Mr. WHERRY. Will the Senator from Kansas agree to have the bill placed at the foot of the calendar?

Mr. SCHOEPEL. Yes.

Mr. HOLLAND. Mr. President, do I correctly understand that the request is that the bill be placed at the foot of the calendar?

Mr. SCHOEPEL. The Senator from Nebraska has made that request, and I accede to it.

Mr. HOLLAND. Mr. President, I hope very much the bill may be considered at this time. It comes on the calendar by unanimous consent of the Public Works Committee. The bill has to do with the most ancient standing structure in the entire city of Washington, a structure of great historic value.

I shall not go into detail about the matter at this time, but I wish to say that I sincerely hope that the Senator who objects to consideration of the bill, and who may have questions to ask about it, will be on hand so that we can discuss this measure and, I very much hope, pass it.

The PRESIDING OFFICER. What is the request?

Mr. SCHOEPEL. Mr. President, reserving the right to object, under the objection which I have lodged, let me say that I have no objection at this time to having the bill passed over and go to the foot of the calendar today.

The PRESIDING OFFICER. Is there objection to the request that the bill be placed at the foot of the calendar?

Mr. LANGER. Mr. President, reserving the right to object, I do object.

The PRESIDING OFFICER. Objection is heard.

Mr. HICKENLOOPER. Mr. President, was objection made?

The PRESIDING OFFICER. Yes.

Mr. HICKENLOOPER. I wonder whether the Senator will withhold his

objection until I can ask what building is involved in this connection.

The PRESIDING OFFICER. Will the Senator withhold his objection?

Mr. LANGER. I withhold the objection temporarily.

Mr. HOLLAND. Mr. President, this is a building known as the Old Stone House, on M Street and Jefferson Street, in old Georgetown, less than a block from the Georgetown Canal, and in the block joining that in which is located the old Masonic Lodge.

This house is, authentically, the oldest building in the District of Columbia. There is tremendous interest in it, and tremendous support of the effort to have it become a museum and handled as an historic monument.

Mr. HICKENLOOPER. I should like to ask a further question: How much is it proposed that the Government pay for the building?

Mr. HOLLAND. The bill as it came from the House contained a limitation of \$90,000. The Senate committee actually would have substituted for the House bill the Senate bill, which contains no such limitation. However, the committee requested the advice of the attorney of the Department of Justice on this point, and received from him assurance that under the type of condemnation which would be employed, there would be no declaration of price in connection with the taking, but the matter of the value would be passed on by the condemnation jury, before there would be any actual taking.

Mr. HICKENLOOPER. Mr. President, further reserving the right to object, or speaking further, under the temporary withholding of the objection by the Senator from North Dakota, I ask the Senator from Florida whether the amount proposed in the House bill contemplated the cost of remodeling or putting this property into proper condition.

Mr. HOLLAND. The amount placed in the House bill was simply an over-all limitation of \$90,000, and I do not know upon what basis the House arrived at that amount. It is not the judgment of the Senator from Florida that that would be sufficient to acquire the property and also to do the necessary remodeling.

I may say, however, to the Senator, that the exterior of the building is reported to be as originally constructed, that much of the interior is still in its original shape, and that there is much documentation from authentic historic sources to show that it is an original building, built in pre-Revolutionary days and associated with many historic incidents.

The PRESIDING OFFICER. Let the Chair observe that there are a large number of bills on the calendar, and that many Senators awaiting at least a chance to have them considered. The Chair feels that we should follow the rules rigidly.

Is there objection to the present consideration of the bill?

Mr. LANGER. I object.

The PRESIDING OFFICER. Objection is heard, and the bill will be passed over.

CONTINUATION OF CONSTRUCTION OF
HIGHWAYS UNDER FEDERAL-AID ROAD
ACT—BILL PASSED OVER

The bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, was announced as next in order.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

Mr. LODGE. Over.

Mr. McCLELLAN. Mr. President, with reference to House bill 7941, as indicated on the calendar, it is the regular Federal-aid highway-authorization bill. I did not of course expect that it should be passed today by unanimous consent, but it is important, if we are to have a Federal-aid highway program after this year, that this bill be enacted during the present session of the Congress.

Mr. DONNELL. Mr. President, will the Senator yield for an inquiry?

Mr. McCLELLAN. Yes.

Mr. DONNELL. I understand there was objection to the consideration of the bill.

Mr. McCLELLAN. There was objection.

Mr. DONNELL. But I should like to address an inquiry to the Senator so that it may be considered. Doubtless it has already been considered by the Senator, but I should like at least to address an inquiry to the Senator in connection with the matter.

I refer to page 13 of the committee amendment where, on the subject of local rural roads, or county roads, it is stated that—

The projects for construction shall be selected by the State highway departments and by the appropriate local officials with respect to their areas in cooperation with each other.

The query I present to the Senator is whether the committee deems it advisable to leave this to joint selection between the State highway departments and the appropriate local officials. The points which occur to me are, first, the possible danger that in the event of the local officials having a determinative power, certain local interests might enter into it, by reason of which it might not be advisable. In the second place, the bill contains no provision for the contingency of the conflict of opinion as between the State highway department and the appropriate local officials.

I am wondering whether the Senator would consider whether or not the bill should be amended by a proviso that, in the event of conflict of opinion between the State highway department and the appropriate local officials, the opinion of the State highway department shall prevail. That is the question I should like to have the Senator consider.

Mr. McCLELLAN. Mr. President, I merely wish to make a brief observation in answer to the question of the able Senator from Missouri. We must bear in mind that in this bill we are undertaking to channel money further into the secondary road system. There has been a

great deal of complaint that the money provided does not spread out far enough or reach into what we call the country roads and the rural roads and enable actual farm-to-market roads and access roads to be constructed. Heretofore the work has all been done by the State highway officials. This is an effort to require the consultation with the counties and with the local officials in order to develop the plans for the expenditure of the money in the development of projects. Of course, as I have said, I did not expect the bill to be passed by unanimous consent, but there are certain problems involved and certain provisions in the bill which merit study. I can appreciate that there is a measure of departure with respect to the secondary road system, from past legislation.

The PRESIDING OFFICER. Let the Chair observe that objection has been made to the present consideration of this bill. It is not before the Senate. The bill will go over. The clerk will state the next business on the calendar. If any Senator wishes to speak on the bill, he may then do so. Let the clerk state the next bill.

Mr. LODGE. Mr. President, I objected to this bill being considered by unanimous consent, because with my colleague and certain other Senators, I intend to offer some amendments to it at the proper time, because of the feeling which I have that there are certain features of the bill which militate against attempts to solve traffic congestion in our great metropolitan centers.

The PRESIDING OFFICER. Very well. Objection is heard, and the bill will go over.

Mr. HENDRICKSON. Mr. President, in connection with this bill, I merely wish to associate myself with the remarks of the Senator from Massachusetts. I feel exactly as he does about the bill.

JEANNETTE PASSAYANNI-COPODISTRIA

The bill (H. R. 4601) for the relief of Jeannette Passayanni-Copodistria was considered, ordered to a third reading, read the third time, and passed.

EXAMINATION FOR FLOOD CONTROL OF
LAS VEGAS WASH. NEV.

The bill (H. R. 3898) to authorize a preliminary examination and survey for flood-control and allied purposes of Las Vegas Wash and its tributaries, Las Vegas, Nev., and vicinity, was announced as next in order.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

Mr. HENDRICKSON. By request, I ask that the bill go over.

The PRESIDING OFFICER. The bill will be passed over.

Mr. MALONE. Mr. President, does the Senator have detailed objections to the bill?

Mr. HENDRICKSON. I withdraw the objection to the bill, for the purpose of an explanation.

The PRESIDING OFFICER. Objection is withdrawn.

Is there objection to the present consideration of the bill?

Mr. WHERRY. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. WHERRY. Did the distinguished Senator from New Jersey withhold his objection temporarily or permanently?

The PRESIDING OFFICER. The Senator withdrew his objection.

Mr. HENDRICKSON. I withdrew my objection, in order that we might have an explanation. I have not heard the explanation.

Mr. MALONE. I should simply like to say that there is a dangerous flood condition in the Las Vegas area, resulting from flash floods from cloudbursts. The authorization for the survey is merely for a routine preliminary survey, with no appropriation whatever requested by the Army engineers. It would be reported upon later, and, if requested, the matter would then come before the Public Works Committee.

Mr. HENDRICKSON. I thank the Senator.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the bill (H. R. 3898) to authorize a preliminary examination and survey for flood-control and allied purposes of Las Vegas Wash and its tributaries, Las Vegas, Nev., and vicinity, was considered, ordered to a third reading, read the third time, and passed.

BILL PASSED OVER

The bill (S. 3873) to amend the Hatch Act, was announced as next in order.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

Mr. HENDRICKSON. By request, I ask that this bill go over.

The PRESIDING OFFICER. The bill will be passed over.

OFFICE OF CIVIL DEFENSE, DISTRICT OF
COLUMBIA

The bill (H. R. 8909) to authorize the District of Columbia government to establish an Office of Civil Defense, and for other purposes, was announced as next in order.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

Mr. WHERRY. Mr. President, the junior Senator from Nebraska has no objection to the immediate consideration of this bill. I think a bill for the defense of the District of Columbia is mandatory. I do say, however, with all due respect to the distinguished Senator from Wyoming, that I do not feel that this bill has had proper consideration. I feel that it has been rushed in order to get it ready for the civilian defense that is needed.

If the distinguished Senator will permit, I have at least three amendments I should like to offer. Personally, I prefer, if the Senator will agree, to ask unanimous consent that the bill go back to the committee, and present the amendments there. However, if the Senator feels that the bill can be passed on the floor, I have no objection to its immediate consideration, but I should like to offer certain amendments.



H. R. 7941

IN THE SENATE OF THE UNITED STATES

JULY 28 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. LODGE (for himself, Mr. GREEN, Mr. MCMAHON, Mr. NEELY, Mr. FREAR, Mr. TAFT, Mr. FERGUSON, Mr. SMITH of New Jersey, Mr. SALTONSTALL, Mr. KNOWLAND, Mr. BRICKER, Mr. IVES, Mr. MARTIN, Mr. WILLIAMS, Mr. HENDRICKSON, Mr. TOBEY, Mr. FLANDERS, Mr. DOUGLAS, Mr. AIKEN, and Mr. LEHMAN) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 20, beginning with the word "The" in line 4,
- 2 strike out all down to and including "funds." in line 7, and
- 3 insert in lieu thereof the following: "The sum herein author-
- 4 ized for each fiscal year shall be apportioned among the
- 5 several States in the ratio which the population of each State
- 6 bears to the total population of all States as shown by the

1 latest available United States census, but no State shall
 2 receive less than three-fourths of 1 per centum of the sum
 3 authorized to be appropriated for each year under this
 4 subsection."

Calendar No. 2048

81st CONGRESS
 2d Session

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. Lodge (for himself, Mr. Green, Mr. McMahon, Mr. Neely, Mr. Fear, Mr. Taft, Mr. Ferguson, Mr. Smith of New Jersey, Mr. Saltonstall, Mr. Knowland, Mr. Bricker, Mr. Ives, Mr. Martin, Mr. Williams, Mr. Hendrickson, Mr. Tolley, Mr. Flinders, Mr. Douglas, Mr. Aiken, and Mr. Lehman) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

JULY 28 (Legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed



Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 3 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. SALTONSTALL (for himself and Mr. LODGE) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 14, beginning with line 23, strike out through
- 2 page 15, line 18.
- 3 Amend section designations and references to sections
- 4 accordingly.

Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

AMENDMENTS

Intended to be proposed by Mr. SALTONSTALL
(for himself and Mr. LODGE) to the bill
(H. R. 7941) to amend and supplement the
Federal-Aid Road Act, approved July 11,
1916 (39 Stat. 355), as amended and supple-
mented, to authorize appropriations for con-
tinuing the construction of highways, and
for other purposes.

AUGUST 3 (legislative day, JULY 20), 1950
Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 3 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. SALTONSTALL (for himself and Mr. LODGE) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 21, beginning in line 19 with the word “ap-
- 2 proved”, strike out through the word “Roads” in line 20
- 3 and insert in lieu thereof the following: “which meet the
- 4 standards required under the Federal Highway Act at the
- 5 time such facility is constructed”.

81ST CONGRESS
2^D SESSION

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. SALTONSTALL
(for himself and Mr. LODGE) to the bill
(H. R. 7941) to amend and supplement the
Federal-Aid Road Act, approved July 11,
1916 (39 Stat. 355), as amended and supple-
mented, to authorize appropriations for con-
tinuing the construction of highways, and
for other purposes.

AUGUST 3 (legislative day, July 20), 1950

Ordered to lie on the table and to be printed

Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 3 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. SALTONSTALL (for himself and Mr. LODGE) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 33, strike out lines 8 through 12.

8-3-50—C

81ST CONGRESS
2^D SESSION

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. SATONSTALL,
(for himself and Mr. LODGE) to the bill
(H. R. 7941) to amend and supplement the
Federal-Aid Road Act, approved July 11,
1916 (39 Stat. 355), as amended and supple-
mented, to authorize appropriations for con-
tinuing the construction of highways, and
for other purposes.

AUGUST 3 (legislative day, JULY 20), 1950
Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 3 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. SALTONSTALL (for himself and Mr. LODGE) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 13, beginning in line 12 with the word "Said",
- 2 strike out through page 14, line 2.

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. SALTONSTALL
(for himself and Mr. Lodge) to the bill
(H. R. 7941) to amend and supplement the
Federal-Aid Road Act, approved July 11,
1916 (39 Stat. 355), as amended and supple-
mented, to authorize appropriations for con-
tinuing the construction of highways, and
for other purposes.

AUGUST 3 (legislative day, July 20), 1950

Ordered to lie on the table and to be printed

Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 3 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. SALTONSTALL (for himself and Mr. LODGE) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 20, beginning in line 7 with the word "In",
- 2 strike out through line 14.

8-3-50—F

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. SAUROSTRAIL
(for himself and Mr. LODGE) to the bill
(H. R. 7941) to amend and supplement the
Federal-Aid Road Act, approved July 11,
1916 (39 Stat. 355), as amended and supple-
mented, to authorize appropriations for con-
tinuing the construction of highways, and
for other purposes.

August 3 (legislative day, July 20), 1950
Ordered to lie on the table and to be printed



with the Alaska Railroad Company in getting the million-dollar collection made available as promptly as possible. Moreover, special arrangements were made to insure that all collections deposited by the Alaska Railroad Company for the balance of the month would be handled as promptly as possible under the existing procedure.

There is nothing wrong here with the authority to spend this money or with the efficiency of the Alaska Railroad Company, the depository system, the Treasury Department, and the General Accounting Office. The fault lies with the archaic and cumbersome procedure which must be followed without any option even though the result may be the impairment of the Government's business.

These are just samples of some of the present requirements that the Comptroller General and the Secretary of the Treasury, under this bill, are given the authority to change, when and if they determine that these present cumbersome procedures can be simplified, and in some cases eliminated, without sacrificing necessary safeguards.

S. 3850, SECTION 201—TRANSFERS BETWEEN APPROPRIATIONS

Section 201 permits transfers between appropriations of a department, with the approval of the President, up to a limit of 5 percent of the amount of any appropriation.

At the present time, due to unforeseen circumstances, such as a rise in prices on some commodity it needs, an agency may run a little short in one appropriation. It must then come to Congress and ask for a supplemental appropriation. It may be that a supplemental appropriation would not be necessary; if it could do so, the agency might be able to save enough somewhere else (in another appropriation) to meet the higher costs it faces in the first appropriation. If this flexibility up to 5 percent is granted, supplemental appropriations under these circumstances could often be avoided. Agencies could properly be expected to absorb the cost of small over-runs by economizing elsewhere and transferring the money to the place where it is needed. (Of course, this will not avoid supplementals due to new legislation or major changes in the Government's program such as the situation in Korea has brought about for the Department of Defense.)

In order to avoid abuses, section 201 provides that the transfers cannot be between departments, they must not increase or decrease an appropriation by more than 5 percent in any 1 year, they must be approved by the President, and they must be reported currently (not a year later) to the Congress. The reasons for the transfers must be set forth in the reports to Congress, and the transfers must be summarized annually in the budget.

With these safeguards, the probability that this provision will substantially decrease the number of supplemental and deficiency appropriations seems sufficient justification for its enactment.

S. 3850, TITLE III—REPEALS

Title III of S. 3850 would specifically repeal 106 provisions of law which are either obsolete or unnecessary under present budgetary practice.

The Budget and Accounting Act contained no specific repeals. Thus, many provisions of law with respect to the submission of estimates which were in force when that act was passed in 1921 are still carried in the United States Code, although they were in fact superseded by that act. With respect to these provisions, title III is an attempt to bring the code into line with existing law as affected by the Budget and Accounting Act.

Eighty-nine of the laws to be repealed are either inconsistent with or superseded by the Budget and Accounting Act or other existing law. For example, the act of August 26, 1912, requires the submission of detailed estimates with respect to the cost of laundering paper money. Subsection 301 (6) of the bill would eliminate this requirement, thus leaving the estimates for such expenses to be handled under the general provisions of the Budget and Accounting Act in the same manner as estimates of proposed appropriations for other expenses of the Government.

Similarly, many statutes are still carried in the code requiring specific information with respect to the precise salaries paid to various classes of employees. The act of June 28, 1902, requiring notes as to the rate of compensation paid to each employee of the Lighthouse Establishment to be included in the budget, is an example of such a provision. Subsection 301 (55) would repeal this requirement, which is obviously unnecessary since salaries of all employees are fixed by general laws, such as the Classification Act of 1949 and other similar statutes covering various groups of employees.

The United States Code still carries various provisions of law requiring detailed estimates for certain objects of expenditure. For example, the act of July 1, 1882, required the Secretary of State to submit annual estimates for the expenses of the diplomatic and consular service, "including all commercial agents and other officers, whether paid by fees or otherwise, specifying the compensation to be allowed or deemed to be advisable in each individual case." A 1905 statute requires the Secretary of State, in submitting estimates for the consular service, to segregate and submit separately the estimates for rent of consular offices. See subsections (37) and (38) of section 301. Such detailed estimates obviously cannot be included in a budget covering expenses of a government of the size of our Government at the present time. The general requirements of the Budget and Accounting Act govern the submission of all estimates and the repeal of these provisions will clarify the law on such points.

Thirteen of the repeal statutes contain specific directions with respect to the use of appropriations which are mentioned by titles in the statutes themselves. For example, the act of March 2, 1907, provides that the appropriations "Ordnance-stores ammunition," "Small-arms target practice," and "Ordnance stores and supplies" shall be available for 2 years to procure the stores authorized under those appropriations. See subsection (71) of section 301. This act is completely meaningless at the present time because the appropriation act no longer carries appropriations under the quoted titles. Furthermore, if specific provisions are necessary with respect to particular appropriations, they should be made in the appropriation acts each year rather than in permanent law.

Several of the provisions which would be repealed require reports to Congress which are of no value at the present time. An act of March 3, 1875, requires that extracts from the annual reports of departments and bureaus with respect to appropriations be included in the budget. Nothing of any value is obtained under this provision since the Budget and Accounting Act provides for inclusion in the budget of all information which is necessary in consideration of the estimates. This provision would be repealed by subsection 301 (86).

As I have already indicated, many of these statutes which are being specifically repealed in title III of this bill have already been repealed by the Budget and Accounting Act or other general laws. The specific repeal of

these items will serve to remove them from the United States Code and eliminate the confusion which has obtained in the past because these provisions contain specific requirements which are inconsistent with the general requirements of the Budget and Accounting Act.

Mr. McCLELLAN. I understand an amendment or two will be offered by the senior Senator from Virginia [Mr. BYRD].

The VICE PRESIDENT. Without objection, the House bill will be taken up for consideration instead of the Senate bill.

Mr. McCLELLAN. I should like to ask that the Senate bill be amended, because I shall later ask to substitute the language of the Senate bill, as it will be amended, for the House bill, so that the amendments may go to conference.

The VICE PRESIDENT. Senate bill 3850 is now under consideration.

Mr. BYRD. Mr. President, I desire to offer an amendment on page 2, line 3, after the word "appropriations" to strike out the period and insert a comma and the words "or any other authority making funds available for obligation or expenditure."

The VICE PRESIDENT. Will the Senator send the amendment to the desk?

Mr. BYRD. I offer the amendment, Mr. President, because the language at the top of page 2 is not all-inclusive as to defining the term "appropriation."

The VICE PRESIDENT. The amendment will be stated.

The LEGISLATIVE CLERK. On page 2, line 3, it is proposed to change the period to a comma and insert "or any other authority making funds available for obligation or expenditure."

The VICE PRESIDENT. The question is on agreeing to the amendment of the Senator from Virginia.

Mr. McCLELLAN. Mr. President, the Senator from Virginia has conferred with me about the amendment, and I may say that I think the amendment is very desirable. It is actually a strengthening amendment, and makes certain that the language in this provision of the bill is all-inclusive. That is what we intended, and I think the amendment strengthens the language of the bill. I am very glad to accept the amendment, so far as the committee is concerned.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from Virginia [Mr. BYRD].

The amendment was agreed to.

Mr. BYRD. I offer another amendment on page 2, to strike out lines 15 and 16, the language of which is "a segregation of operating, and of capital and investment programs."

The VICE PRESIDENT. The amendment will be stated.

The LEGISLATIVE CLERK. On page 2, line 15, it is proposed to strike out "(b) a segregation of operating, and of capital and investment programs."

The VICE PRESIDENT. The Chair would suggest to the Senator from Arkansas that the action proposed has

been taken in connection with the House bill.

Mr. McCLELLAN. The amendment has been adopted in connection with the House bill.

The VICE PRESIDENT. Yes; the same action has been taken in connection with the House bill.

Mr. McCLELLAN. There are amendments in the House bill, however, that the Senator from Arkansas does not want to agree to. Therefore, I feel the bill will have to go to conference.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from Virginia [Mr. BYRD].

The amendment was agreed to.

Mr. McCLELLAN. Mr. President, I ask that the paragraph be relettered as made necessary by the striking out of paragraph (b).

The VICE PRESIDENT. Without objection, the section numbers will be changed.

Mr. McCLELLAN. Mr. President, I now ask that the Senate proceed to consider House bill 9038, Calendar No. 2174, and that all after the enacting clause be stricken, and that the language of the Senate bill, as amended, be substituted for the language of the House bill.

The VICE PRESIDENT. Is there objection to the present consideration of the House bill?

There being no objection, the Senate proceeded to consider the bill (H. R. 9038) to authorize the President to determine the form of the national budget and of departmental estimates, to modernize and simplify governmental accounting and auditing methods and procedures, and for other purposes.

Mr. McCLELLAN. I now offer an amendment to strike out all after the enacting clause in the House bill, and to insert in lieu thereof the language of the Senate bill, as amended.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from Arkansas.

The amendment was agreed to.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill (H. R. 9038) was read the third time and passed.

The VICE PRESIDENT. Without objection, Senate bill 3850 is indefinitely postponed.

Mr. McCLELLAN. Mr. President, I move that the Senate insist on its amendments, ask a conference with the House thereon, and that the Chair appoint conferees on the part of the Senate.

The motion was agreed to, and the Vice President appointed Mr. McCLELLAN, Mr. HOEY, Mr. O'CONOR, Mr. McCARTHY, and Mr. MUNDT conferees on the part of the Senate.

RESOLUTION AND BILL PASSED OVER

The resolution (S. Res. 291) to investigate the causes of gasoline price increases during the past 5 years and whether supplemental antitrust legislation is needed, was announced as next in order.

Mr. THOMAS of Oklahoma. Over.

The VICE PRESIDENT. The resolution will be passed over.

The bill (H. R. 7722) to provide for the acquisition and preservation as a part of the National Capital Parks system, of the Old Stone House in the District of Columbia, was announced as next in order.

Mr. HOLLAND. Mr. President, I ask that that bill go to the foot of the calendar, to be considered later.

The VICE PRESIDENT. Without objection, the bill will go to the foot of the calendar.

AMENDMENT OF FEDERAL-AID ROAD ACT—CONSTRUCTION OF HIGHWAYS

The bill (H. R. 7941) to amend and supplement the Federal Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, was announced as next in order.

Mr. LODGE. I ask that the bill be passed over.

The VICE PRESIDENT. The bill will be passed over.

Mr. McCLELLAN subsequently said: Mr. President, a parliamentary inquiry.

The VICE PRESIDENT. The Senator from Arkansas will state it.

Mr. McCLELLAN. I should like to inquire in regard to the action taken on Calendar No. 2048, House bill 7941.

The VICE PRESIDENT. The Senator from Massachusetts [Mr. LODGE] objected, and the bill went over.

Mr. McCLELLAN. I should like to inquire of the able majority leader whether the policy committee has yet taken any action with reference to insuring that House bill 7941 will be brought up at this session.

Mr. LUCAS. In reply to the Senator from Arkansas, let me say that it will be considered by the Senate before we adjourn or take a recess.

Mr. LODGE. Mr. President, will the Senator speak a little louder, please. I could not hear what he said.

Mr. LUCAS. In reply to the Senator from Arkansas, I said that this bill will be considered by the Senate before we take a recess or an adjournment.

Mr. McCLELLAN. I thank the Senator.

AMENDMENT OF THE HATCH ACT

The bill (S. 3873) to amend the Hatch Act was announced as next in order.

Mr. HENDRICKSON. I ask that the bill go over.

The VICE PRESIDENT. The bill will be passed over.

Mr. TYDINGS. Mr. President, will the Senator withhold his objection?

Mr. HENDRICKSON. Yes.

Mr. TYDINGS. The President vetoed the original bill. Does the Senator know that the present bill has been brought in line with the objections the President made, so that the bill simply permits Federal employees to take part in city and town and local elections?

Mr. HENDRICKSON. Yes, I understand that, but that does not remove the grounds for my objection.

The VICE PRESIDENT. The Senator from New Jersey objects and the bill will be passed over.

FORMER SHAREHOLDERS OF GOSHEN VENEER CO.

The Senate proceeded to consider the bill (S. 410) for the relief of the former shareholders of the Goshen Veneer Co., an Indiana corporation, which had been reported from the Committee on the Judiciary with amendments on page 1, line 5, after the word "of", to strike out "\$87,300.37" and insert "\$87,283.93"; in line 6, after the word "of", to strike out "\$15,405.95" and insert "\$15,403.05"; in line 7, after the word "to", to insert "the estate of"; in line 8, after the word "of", to strike out "\$143,788.85" and insert "\$143,761.78"; in line 9, after the word "of", to strike out "\$56,488.48" and insert "\$56,477.84"; in line 10, after the word "of", to strike out "\$56,488.48" and insert "\$56,477.84"; in line 11, after the words "sum of", to strike out "\$154,059.48" and insert "\$154,030.48"; on page 2, line 1, after the word "shareholders", to strike out the comma and "on May 6, 1942," and insert "and debenture note holders"; and in line 6, after the word "States", to strike out "during the period May 6, 1942, to April 1944"; so as to make the bill read:

Be it enacted, etc., That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Charles E. Gorham the sum of \$87,283.93; to Nellie A. Gorham the sum of \$15,403.05; to the estate of Ethel B. Dow the sum of \$143,761.78; to Elizabeth Dow Snook the sum of \$56,477.84; to Barbara H. Dow the sum of \$56,477.84; and to Dow M. Gorham the sum of \$154,030.48, in full settlement of their claims against the United States, as sole shareholders, and debenture note holders of the Goshen Veneer Co., an Indiana corporation having its principal place of business at Goshen, Ind., through (a) their surrender of de facto control of such corporation to representatives of the United States in reliance in good faith upon unfulfilled representations made by representatives of the Air Forces of the United States Army; (b) the furnishing of materials, and the fabrication and manufacture of plywood and other wood parts, by such corporation during such period for the United States and for other Government contractors engaged in the manufacture of fighting, training, and transport airplanes for use by the Army Air Forces in the prosecution of the war; and (c) the eventual loss by such shareholders of their several equities in such corporation by reason of losses sustained by it in the course of its operation during such period: *Provided*, That no part of the amount appropriated in this act in excess of 10 percent thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

The title was amended so as to read: "A bill for the relief of the former shareholders and debenture-note holders of





United States
of America

Congressional Record

Please return to
DIVISION OF LEGISLATIVE REPORTS
Office of Budget and Finance

PROCEEDINGS AND DEBATES OF THE 81st CONGRESS, SECOND SESSION

Vol. 96

WASHINGTON, THURSDAY, AUGUST 17, 1950

No. 163

Senate

(Legislative day of Thursday, July 20, 1950)

The Senate met at 12 o'clock meridian, on the expiration of the recess.

The Chaplain, Rev. Frederick Brown Harris, D. D., offered the following prayer:

Almighty God and Father of all mankind, whose paths are mercy and truth, before the white splendor of whose purity every vileness must shrink away, lift us above the immediate and set our lives in the wide horizons of abiding verities, with high resolves and selfless endeavors that take counsel not of our fears, but of our hopes, may we match these epic days with daring faith that will yet clear a highway across all the nations for the feet of our God.

Forbid that comfort and temporary safety should cushion us against a complete sharing in spirit and sacrifice of the grim test which is being demanded of those who fight against aggression in a far land. Make us, indeed, one with the valiant who in mud and fatigue, yea, in wounds and death this very day are standing between our loved homes and the war's desolation. Make us all worthy to wear the white plume of a great cause.

As a united nation and with united nations may we march forward with the triumphant faith that this is our Father's world, and though the wrong seems oft so strong, God is the ruler yet. We ask it in the Name that is above every name. Amen.

THE JOURNAL

On request of Mr. MAYBANK, and by unanimous consent, the reading of the Journal of the proceedings of Wednesday, August 16, 1950, was dispensed with.

MESSAGES FROM THE PRESIDENT—APPROVAL OF BILLS

Messages in writing from the President of the United States were communicated to the Senate by Mr. Miller, one of his secretaries, and he announced that on August 16, 1950, the President had approved and signed the following acts:

S. 2128. An act to provide for the cancellation of certain licenses granted to the Government by private holders of patents and rights thereunder;

S. 3584. An act to amend the act of June 9, 1906 (34 Stat. 227), entitled "An act granting land to the city of Albuquerque for public purposes";

S. 3644. An act to amend the War Claims Act of 1948, as amended; and

S. 3875. An act to amend section 9 of the Central Intelligence Agency Act of 1949.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the House had passed, without amendment, the bill (S. 3099) to repeal the prohibition against the filling of the vacancy in the office of district judge for the western district of Pennsylvania.

The message also announced that the House had passed the following bills, in which it requested the concurrence of the Senate:

H. R. 8195. An act to rescind the order of the Postmaster General curtailing certain postal services; and

H. R. 8594. An act to provide for the acquisition, construction, expansion, rehabilitation, conversion, and joint utilization of facilities necessary for the administration and training of units of the Reserve components of the Armed Forces of the United States, and for other purposes.

ENROLLED BILLS SIGNED

The message further announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the President pro tempore:

S. 805. An act for the relief of Julio Lafitte;

S. 459. An act for the relief of Cornelis Ruhtenberg, also known as Cornelis Ruhtenberg Helmsing;

S. 819. An act for the relief of Herman L. Weiner;

S. 918. An act for the relief of Clara Sogor;

S. 1222. An act to authorize the sale of inherited interests in certain allotted land under the jurisdiction of the Pine Ridge Indian Agency, S. Dak.;

S. 1420. An act for the relief of Antonio Garcia Jimenez;

S. 1426. An act to authorize the sale of lands allotted to James Brown on the Crow Reservation, Mont.;

S. 1506. An act for the relief of Andre Lan;

S. 1568. An act for the relief of Anna Rajmann;

S. 1800. An act for the relief of J. Don Alexander;

S. 1868. An act for the relief of Mrs. Clayre Louise Forsyth;

S. 2173. An act for the relief of Giuseppe Moschetti and his wife, Dina Bartoli Moschetti;

S. 2204. An act for the relief of Rudolph Farcher;

S. 2257. An act for the relief of Hyman Winterman;

S. 2401. An act for the relief of Elizabeth Martha Haug;

S. 2614. An act for the relief of O. O. Haugen;

S. 2617. An act for the relief of Ermalinda Mary Pizzuto;

S. 2780. An act for the relief of Jaime Riel;

S. 2897. An act for the relief of Hyman D. Langer and Alta Jourard Langer;

S. 2954. An act for the relief of Agnes Biro and Anna Biro;

S. 3006. An act for the relief of Olga Haddad;

S. 3017. An act for the relief of Sgt. James C. Hollon and Bessie L. Hollon;

S. 3059. An act for the relief of John J. Sebenick;

S. 3097. An act conferring jurisdiction on the United States District Court for the Southern District of Mississippi to hear, determine, and render judgment upon the claim of O. S. Rees;

S. 3129. An act to authorize the sale of inherited interests in certain allotted land under the jurisdiction of the Rosebud Indian Agency, S. Dak.;

S. 3238. An act for the relief of Dr. Frederick Daniel McDade;

S. 3289. An act for the relief of Hisako Okamoto;

S. 3325. An act for the relief of Isolde Bezner;

S. 3446. An act to authorize the restoration of Edwin M. Rosenberg, lieutenant commander, retired, to the active list of the United States Navy;

S. 3610. An act for the relief of R. W. Harris, authorized certifying officer, Bureau of Federal Supply, Treasury Department;

S. 3611. An act for the relief of Dorrance Ulvin, former certifying officer, and for the relief of Guy F. Allen, former chief disbursing officer;

S. 3613. An act for the relief of certain Chinese stewards of the United States Navy;

S. 3614. An act for the relief of John B. Underwood, Jr., TMC, United States Navy;

S. 3709. An act for the relief of certain disbursing officers and former disbursing officers of the naval service, and for other purposes;

H. R. 7155. An act to authorize the Secretary of Agriculture to cooperate with the States to enable them to provide technical services to private forest landowners, and for other purposes; and

H. R. 7209. An act authorizing and directing the Secretary of the Interior to undertake continuing studies of Atlantic coast fish species for the purpose of developing and protecting fish resources.

COMMITTEE MEETING DURING SENATE SESSION

On request of Mr. MAYBANK, and by unanimous consent, the Committee on Foreign Relations was authorized to meet during the session of the Senate today.

CALL OF THE ROLL

Mr. MAYBANK. I suggest the absence of a quorum.

The PRESIDENT pro tempore. The Secretary will call the roll.

The roll was called, and the following Senators answered to their names:

Anderson	Hayden	Millikin
Bricker	Hendrickson	Morse
Bridges	Hickenlooper	Mundt
Butler	Hill	Murray
Byrd	Hoey	Myers
Capehart	Holland	Neely
Chapman	Humphrey	O'Mahoney
Chavez	Hunt	Pepper
Connally	Ives	Robertson
Cordon	Jenner	Russell
Darby	Johnson, Colo.	Saltonstall
Donnell	Johnston, S. C.	Schoeppel
Douglas	Kem	Smith, Maine
Downey	Kerr	Smith, N. J.
Dworshak	Kilgore	Sparkman
Eastland	Langer	Stennis
Ecton	Leahy	Thomas, Okla.
Ellender	Lehman	Thomas, Utah
Ferguson	Lodge	Thye
Flanders	McCarrahan	Tydings
Frear	McClellan	Watkins
Fulbright	McFarland	Wherry
George	McKellar	Wiley
Gillette	Magnuson	Williams
Graham	Malone	Withers
Green	Martin	Young
Gurney	Maybank	

Mr. MYERS. I announce that the Senators from Connecticut [Mr. BENTON and Mr. McMAHON], the Senator from Maryland [Mr. O'CONNOR], the Senator from Louisiana [Mr. LONG], and the Senator from Illinois [Mr. LUCAS] are absent on public business.

The Senator from Texas [Mr. JOHNSON] is absent because of illness in his family.

The Senator from Tennessee [Mr. KEFAUVER] is necessarily absent.

The Senator from Idaho [Mr. TAYLOR] is absent by leave of the Senate.

Mr. SALTONSTALL. The Senator from Vermont [Mr. AIKEN], the Senator from Washington [Mr. CAIN], and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Maine [Mr. BREWSTER], the Senator from Wisconsin [Mr. MCCARTHY], the Senator from Ohio [Mr. TAFT] and the Senator from New Hampshire [Mr. TOBEY] are necessarily absent.

The Senator from California [Mr. KNOWLAND] is absent on official business.

The PRESIDENT pro tempore. A quorum is present.

AMENDMENT OF FEDERAL-AID ROAD ACT—PROPOSED UNANIMOUS-CONSENT AGREEMENT

Mr. MAYBANK. Mr. President, the distinguished minority leader and I have worked for some time on the drawing of a unanimous-consent agreement, and I should like to ask that the clerk read the agreement which has been prepared.

Mr. WHERRY. Mr. President, will the distinguished acting majority leader yield for a question?

Mr. MAYBANK. Yes.

Mr. WHERRY. The agreement which is acceptable to the two leaders is subject to the approval of the Senate. I

understand the distinguished acting majority leader has asked that the clerk read the agreement.

Mr. MAYBANK. I would rather have it read. In substance, it proposes to bring up before the Senate the road bill and to vote on it, and on all amendments, beginning at 12:30 o'clock on Tuesday next, with a limitation of debate of 5 minutes on each side, provided that only germane amendments may be offered. I would prefer to have the clerk read the agreement.

The PRESIDENT pro tempore. The clerk will read the proposed unanimous-consent agreement.

Mr. WHERRY. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. WHERRY. Of course the agreement which is about to be read is based upon the fact that the road bill will be made the pending business.

Mr. MAYBANK. The Senator is correct.

Mr. WHERRY. If the road bill is made the pending business this proposed unanimous-consent agreement will go into effect, provided it is agreeable to all Members.

Mr. IVES. Mr. President, am I to understand that two unanimous-consent agreements are tied in together?

Mr. MAYBANK. The unanimous-consent agreement would take effect in the event the road bill were made the pending business. The unanimous-consent agreement would be submitted immediately if the road bill were made the pending business.

Mr. WILLIAMS. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. WILLIAMS. Do I understand correctly that the road bill would be made the pending business and remain the pending business until 1 o'clock on Monday, when we start to vote on the control bill?

Mr. MAYBANK. I hope the Senator from Delaware will withhold his inquiry until the road bill is made the pending business.

Mr. CHAVEZ. Mr. President, is it not correct to say that it is impossible to agree to a unanimous-consent agreement until one knows what he is agreeing to? Is that not correct?

The PRESIDENT pro tempore. That is correct.

Mr. CHAVEZ. The first matter to be considered now is whether the consideration of House bill 7941 is to be made the pending business.

Mr. MAYBANK. That is what I intended to say, if I did not make it clear. I wanted the clerk to read what the minority leader and the acting majority leader had agreed upon if the road bill were made the pending business. It is our intention to bring up the road bill, but I wanted Senators to know what agreement we had made with respect to it.

The PRESIDENT pro tempore. May the Chair ask whether or not the agreement would interfere with the present unanimous-consent agreement?

Mr. MAYBANK. No.

The PRESIDENT pro tempore. The clerk will read the proposed agreement.

Mr. CHAVEZ. A parliamentary inquiry, Mr. President.

The PRESIDENT pro tempore. The Senator will state it.

Mr. CHAVEZ. Is not the situation one in which unanimous consent must be asked to have the Senate make House bill 7941 the pending business?

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. CHAVEZ. Yes.

Mr. WHERRY. The agreement is being read for the information of the Senate, so that Senators may know what kind of unanimous-consent agreement is contemplated. It will not be offered until the road bill is taken up, but in order to have the bill taken up we should have this information before us.

The PRESIDENT pro tempore. Let the unanimous-consent request be read.

The legislative clerk read as follows:

Ordered, That on the calendar day of Tuesday, August 22, 1950, at the hour of 12:30 o'clock p. m., the Senate proceed to vote, under the limitation of debate hereinafter provided, upon any amendment or motion (including appeals) that may be pending or that may thereafter be proposed to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes: *Provided*, (1) That after said hour of 12:30 o'clock p. m. debate upon any amendment or motion (including appeals), when proposed, and upon the bill itself shall be limited to not exceeding 10 minutes to be equally divided and controlled, respectively, by the mover of any such amendment or motion and the chairman of the Committee on Public Works [Mr. CHAVEZ] (2) that no amendment or motion that is not germane to the subject matter of said bill shall be in order; and (3) that no vote on any amendment or motion shall be had on said bill prior to said hour of 12:30 o'clock p. m. on Tuesday next.

The PRESIDENT pro tempore. Is there objection?

Mr. MAYBANK. Mr. President, I may say that the proposed unanimous-consent agreement was read only for the purpose of giving information to Senators who have asked about other measures and about the program generally.

Now, I ask unanimous consent that the Senate proceed to the consideration of House bill 7941, the so-called Federal-aid road bill.

Mr. WHERRY. Mr. President, reserving the right to object—although I am not going to object—I ask the distinguished acting majority leader whether he will tie this unanimous-consent request with the unanimous-consent request to vote on next Tuesday, so as to make them one request. In that case both the agreement to take up the road bill and the agreement to vote on it on Tuesday will be effective.

So I ask the distinguished acting majority leader to modify the request by including a request to take up the road bill, so that both objectives will be accomplished at the same time.

Mr. MAYBANK. Mr. President, it is perfectly agreeable to me to include in the proposed agreement a unanimous-consent request to take up the road bill.

The proposed agreement was read to the Senate for the information of Senators in regard to what the minority and the majority have worked on.

Mr. WHERRY. Yes.

Mr. McFARLAND. Mr. President, reserving the right to object, I should like to observe that after this discussion today, there probably will not be any action taken by the Senate for the remainder of this week; the Senate probably will not have anything to do during that time.

We have had no major votes this week. Some Members of the Senate have made it a point to attend the sessions, although it was inconvenient for them to do so; and they would like to see some business transacted.

There are three small Indian bills which we have been unable to have passed during the call of the Consent Calendar, and I would hope that the consideration of those bills might be included under the unanimous-consent agreement; and that tomorrow we could consider those bills. One is a small hospital bill which was reported by the junior Senator from Montana [Mr. ECTON] for the senior Senator from Nebraska [Mr. BUTLER], another is House bill 6116, in which the Senators from South Dakota are very much interested, and the other is known as the Fort Reno bill. It would not take long to dispose of those three bills, if they can be brought before the Senate and discussed.

I do not wish to interfere with the proposed unanimous-consent agreement, but I feel that the Senate should transact some business this week and should make some progress and should vote on some measures.

So I would ask that the proposed unanimous-consent agreement be modified so as to provide that tomorrow the three bills I have mentioned may be considered, in order, after having been made the unfinished business for that 1 day.

Mr. MAYBANK. Mr. President, let me say—

Mr. ELLENDER. Mr. President, will the Senator yield for a parliamentary inquiry?

Mr. MAYBANK. I yield for either a question or a parliamentary inquiry.

Mr. ELLENDER. Then, Mr. President, I desire to propound a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. ELLENDER. Notwithstanding the proposed unanimous-consent agreements, would not any Senator have a right to call up, for instance, House bill 4800, calendar No. 1333, a bill directing the Secretary of Agriculture to convey certain mineral interests, and for other purposes, and to do so at any time there is no other business before the Senate?

The PRESIDENT pro tempore. That would be possible, of course.

Mr. ELLENDER. Under those circumstances, if I were to move to have that measure taken up, it would be the pending business, would it not?

The PRESIDENT pro tempore. If the Senate so voted.

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. TYDINGS. I wonder whether the Senator from South Carolina knows—I am sure he does, but I should like to ask him the question—that with the induction of many units of the National Guard into the Federal service, and with more about to be called up currently, together with the recall of very great numbers of men in the Marine Corps Reserve, the Army Reserve, and the Navy Reserve, there has developed a situation in which married men with children are suddenly taken away from their positions, and there is no provision in present law to take care of their families.

Mr. MAYBANK. Mr. President, I yielded only for a question. I am well aware of the matter the Senator has mentioned.

Mr. TYDINGS. I know the Senator from South Carolina is.

I should like to ask the Senator also—for I doubt whether he knows this—if he is aware of the fact that this morning, after long hearings, the Senate Committee on Armed Services has come forward with a bill to take care of the situation I have mentioned along lines somewhat similar to those followed in 1942, when Congress enacted the family allowance plan.

Whatever agreement is reached, I beseech Senators to allow us, when this bill comes on the floor, to have it speedily considered, because real hardships are being inflicted on thousands of men who are wearing the uniform and who have suddenly been called into service; and unless this bill is promptly enacted, those hardships will continue.

Mr. MAYBANK. Mr. President, let me say in reply to the distinguished Senator from Maryland that I am familiar with the situation he has mentioned; but there are also many hardships being imposed upon such persons and their families because the price-control bill has not yet been enacted.

Mr. TYDINGS. That is correct.

Mr. MAYBANK. I do not want any misunderstanding to exist; I do not want it to be thought that we regard one measure as more important than the other. Certainly the wives and children of those who are being drafted or called into the Armed Forces should be protected by means of the enactment of additional legislation; they cannot be adequately protected by the existing military legislation or regulations alone.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. CHAVEZ. Let me say to the Senator from Maryland that I realize what he has in mind, and I realize the hardships which are being caused. Inasmuch as the defense production bill is not to be acted upon today, we would like to have the road bill made the pending business; but I assure the Senator from Maryland that any time he wishes to bring forward either the defense production bill or the proposed legislation he has just mentioned, such a course will be agreeable to me.

Mr. TYDINGS. Mr. President, if the Senator from South Carolina will yield to me at this time, I should like to say to him that my observation was not made for the purpose of attempting to have any particular bill displaced, but I did so to acquaint the Senate with the fact that the matter I have mentioned is urgent and that proposed legislation on that subject is available. In the consideration of the prospective program, I did not want that measure to be left out.

Mr. MAYBANK. Mr. President—

Mr. THYE. Mr. President, will the Senator yield?

Mr. MAYBANK. Not at this time, Mr. President.

Request has been made to bring up the so-called Federal-aid road bill, Mr. President, by means of a proposed unanimous-consent agreement, which has been read, but which has not yet been approved. There is no intention to block any measure providing for allotments to the wives and children of the members of the National Guard or of the Reserves. Of course the Senator from Maryland can move at any time to have that bill considered.

Mr. CHAVEZ. Certainly; and it will be agreeable to the Senator who is in charge of the road bill to have that done. If at any time any proposed legislation of that nature comes up, we shall be most agreeable to having it considered.

Mr. MAYBANK. Mr. President, I wish to make it plain that the acting majority leader and the minority leader have only submitted the proposed unanimous-consent request for the information of Senators. As the distinguished minority leader has said, there is a proposal to tie up with it an agreement to have the Senate take up House bill 7941, the bill amending and supplementing the Federal-aid road act, and to authorize appropriations for that purpose. That additional proposal is made so that there will be before the Senate some business on which it will be able to act this week.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. McCLELLAN. I should like to request the able acting majority leader and the minority leader to consent to a modification of the request, so as to provide that the time to begin voting shall be 1:30, instead of 12:30.

The PRESIDENT pro tempore. Is there objection?

Mr. WILLIAMS. Mr. President, reserving the right to object, the Senator from Louisiana [Mr. ELLENDER] indicated he was going to move to bring up Calendar Order 1333, the bill H. R. 4800 to direct the Secretary of Agriculture to convey certain mineral interests, and for other purposes. There are certain features of that bill which I wish to discuss, and I should prefer not to discuss them on the floor of the Senate. I may say my reason for that is that in discussing and raising these questions certain implications could be drawn. I think these questions should be presented first to the committee.

I wrote a letter to the chairman of the Committee on Agriculture and Forestry in June, requesting an opportunity to

appear before his committee to discuss this bill in executive session. I have never had an opportunity to do that. I would not agree to any unanimous-consent request unless it were understood that the road bill would not be withdrawn and Order No. 1333, H. R. 4800, brought before the Senate at this time.

Mr. MAYBANK. Mr. President, I may say to the Senator from Delaware that I can understand his suggestion. I hope he will not object to bringing up this bill, because any Senator at any time can move to bring up any bill he desires. But it will be necessary to have a vote, and it will be necessary to have a quorum call. I know the minority leader feels as I do about a quorum call. But we cannot enter into a unanimous-consent agreement limited to one bill, because, if there is an agreement as to that particular bill, then some other Senator will want an agreement as to some other bill.

Mr. WILLIAMS. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. WILLIAMS. May I have the assurance of the acting majority leader that he will not support the displacement of the road bill if it is made the pending business by unanimous consent?

Mr. MAYBANK. I can only say, that if I am the acting majority leader at the time, I shall not move to bring up the bill. But as to whether I shall favor the bill or oppose it, I do not at this time wish to commit myself.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. WHERRY. Mr. President, I have done my level best to cooperate with the majority in outlining a program for today and tomorrow. If there is to be a grand scramble to see whose bill is going to be brought up first, we shall get nowhere with a unanimous-consent request. It seems to me absolutely ridiculous to say that a very important bill such as a military bill might not be given the right-of-way. Every Senator is just as anxious to pass such bills as is the chairman of the Armed Services Committee, and he will get the right-of-way. But if, after some byplay with unanimous-consent requests, something else, which may be very important, is to be taken up on Friday afternoon, then I think we should lay aside unanimous-consent requests and proceed with the work of the Senate.

I have tried to cooperate with the distinguished acting majority leader. He felt, and I think other Senators felt that there might not be debate on the unfinished business, which is the control bill, throughout the sessions today and tomorrow, and he suggested to the majority leader before he left here that if we could work out a unanimous-consent request to take up the road bill in the event debate on the control bill terminated, he would appreciate it. It is very difficult to make unanimous-consent agreements.

I do not believe any Senator wants to move to displace the unfinished business for the purpose of shutting off debate. It should be remembered that 50 amendments have been offered to the control

bill. If we are to take up one bill, then another, and then another, the situation may arise that time will not be available for ample discussion of certain of the amendments which are supposed to be discussed between now and Monday on the control bill, and on Tuesday on the road bill.

I submit that if the Senate would agree to the unanimous-consent request of the acting majority leader we could direct our attention to the control bill and the road bill, debate those bills, and then vote on them, on Monday and Tuesday. If that could be done, in my opinion it would be an orderly way to proceed.

Mr. MAYBANK. Mr. President, I only wanted to say that my desire was to displace the pending bill with the so-called road bill, Calendar No. 2048, House bill 7941, and, by unanimous consent, if that were obtained, to vote on Tuesday. I perhaps did not make that perfectly clear at first. The Senator from Delaware talked to me about the bill to which he has referred, and frankly, I talked to the minority leader yesterday about the same bill.

Mr. WHERRY. Mr. President, it will be perfectly agreeable to me if the Senate wants to take up the mineral bill, provided unanimous consent is given to do that.

Mr. ELLENDER. It is unnecessary to enter into a unanimous-consent agreement, as I understand the rules. That is the question I asked the Chair.

Mr. McFARLAND. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. McFARLAND. I regret very much that the distinguished minority leader referred to my having engaged in something as a byplay.

Mr. WHERRY. I was not referring to the distinguished Senator from Arizona.

Mr. McFARLAND. I was simply trying to get the Senate to do something.

Mr. CHAVEZ. Then why not finish the road bill?

Mr. McFARLAND. Mr. President, may I finish my remarks?

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. MAYBANK. I have the floor, and I have yielded to the Senator from Arizona [Mr. McFARLAND].

Mr. McFARLAND. I merely wanted to say that there are three small bills which I should like very much to have considered. They are of great importance to the Indians. One of them is a bill involving the Indians of South Dakota, a bill in which I have no special interest. My experience has been that when a unanimous-consent agreement is entered into to vote on a certain day the following week, the debate suddenly stops, because there is no possibility of a vote before the time fixed. I anticipate that debate will likewise stop on the road bill, as it has already stopped on the control bill. If it does stop, while I shall not interfere with any unanimous-consent agreements which may be entered into, I merely want to give notice, without wishing to be accused of byplay, since I am merely trying to assist Senators from other States, that

when we proceed tomorrow, if debate ceases and there comes a lull, which I anticipate will come, I expect then to move to take up House bills 4815, 6114, and 5372.

Mr. WILLIAMS. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield to the Senator from Delaware.

Mr. McFARLAND. Mr. President, I have not quite finished. I do not anticipate that either of those bills will take over 30 minutes.

Mr. MAYBANK. I yield to the Senator from Delaware.

Mr. WILLIAMS. I have conferred with the majority and minority leaders relative to their intentions, and I withdraw my objection.

The PRESIDENT pro tempore. Is there objection to the unanimous-consent agreement, as modified? The Chair hears none, and it is so ordered.

Mr. MAYBANK subsequently said: Mr. President, there seems to be some difference of opinion as to when we shall vote on the so-called public-roads bill on Tuesday next. It was my understanding at the time we agreed to the unanimous-consent agreement that the hour was changed, and the minority leader agreed.

Mr. WHERRY. To change the hour from 12:30 to 1:30.

Mr. MAYBANK. So that the RECORD may be clear, because I assured the Senator from Arkansas [Mr. McCLELLAN], the Senator from New Mexico [Mr. CHAVEZ], and the minority leader with regard to it, I ask that the hour of 1:30 be officially recorded.

The PRESIDING OFFICER. Without objection, it is so ordered.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate proceeded to consider the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, which had been reported from the Committee on Public Works with an amendment.

Mr. LODGE. Mr. President, on behalf of myself, the Senator from Rhode Island [Mr. GREEN], the Senator from Connecticut [Mr. McMAHON], the Senator from West Virginia [Mr. NEELY], the junior Senator from Delaware [Mr. FREAR], the senior Senator from Ohio [Mr. TAFT], the Senator from Michigan [Mr. FERGUSON], the senior Senator from New Jersey [Mr. SMITH], the senior Senator from Massachusetts [Mr. SALTONSTALL], the Senator from California [Mr. KNOWLAND], the junior Senator from Ohio [Mr. BRICKER], the senior Senator from New York [Mr. IVES], the Senator from Pennsylvania [Mr. MARTIN], the senior Senator from Delaware [Mr. WILLIAMS], the junior Senator from New Jersey [Mr. HENDRICKSON], the Senator from New Hampshire [Mr. TOBEY], the junior Senator from Vermont [Mr. FLANDERS], the Senator from Illinois [Mr. DOUGLAS], the senior Senator from Vermont [Mr. AIKEN], and the junior Sena-

tor from New York [Mr. LEHMAN], I submit an amendment to the pending bill. The PRESIDENT pro tempore. The amendment will be stated.

The LEGISLATIVE CLERK. On page 20, beginning with the word "The" in line 4, it is proposed to strike out all down to and including "funds," in line 7, and insert in lieu thereof the following:

The sum herein authorized for each fiscal year shall be apportioned among the several States in the ratio which the population of each State bears to the total population of all States as shown by the latest available United States census, but no State shall receive less than three-fourths of 1 percent of the sum authorized to be appropriated for each year under this subsection.

TRANSACTION OF ROUTINE BUSINESS

Mr. IVES obtained the floor.

Mr. MAYBANK. Mr. President, will the Senator yield?

Mr. IVES. I yield.

Mr. MAYBANK. I thank the Senator from New York. Before the distinguished Senator from New Mexico presents his bill, I ask unanimous consent that Senators be permitted to submit petitions and memorials, introduce bills and joint resolution, and present routine matters for the RECORD, without debate and without speeches, and that they may be permitted to offer amendments.

The PRESIDENT pro tempore. Without objection, it is so ordered.

REPORT OF ECONOMIC COOPERATION ADMINISTRATION—MESSAGE FROM THE PRESIDENT (H. DOC. NO. 645)

The PRESIDENT pro tempore laid before the Senate the following message from the President of the United States, which was read, and, with the accompanying report, referred to the Committee on Foreign Relations and ordered to be printed:

To the Congress of the United States of America:

I am transmitting herewith the eighth report of the Economic Cooperation Administration created by the Foreign Assistance Act of 1948 (Public Law 472, 80th Cong.), approved April 3, 1948.

The report covers activities under the Economic Cooperation Act of 1948 (title I of Public Law 472), as amended, as well as the programs of economic aid to China under Public Laws 47 and 447, Eighty-first Congress, and to the Republic of Korea under the provisions of the Foreign Aid Appropriation Act of 1949 (Public Law 793, 80th Cong.), and Public Laws 430 and 447, Eighty-first Congress.

There is included in the appendix a summary of the status of the United States foreign-relief program (Public Law 84, 80th Cong.) and the United States foreign-aid program (Public Law 389, 80th Cong.).

This report covers the quarter ended March 31, 1950.

HARRY S. TRUMAN.

THE WHITE HOUSE, August 17, 1950.

EXECUTIVE COMMUNICATIONS, ETC.

The PRESIDENT pro tempore laid before the Senate the following letters, which were referred as indicated:

SUSPENSION OF DEPORTATION OF ALIENS

A letter from the Acting Attorney General, transmitting, pursuant to law, copies of orders of the Commissioner of the Immigration and Naturalization Service suspending deportation of certain aliens, together with a statement of the facts and pertinent provisions of law as to each alien and the reasons for ordering suspension of deportation (with accompanying papers); to the Committee on the Judiciary.

GRANTING OF PERMANENT RESIDENCE TO CERTAIN ALIENS

A letter from the Acting Attorney General, transmitting, pursuant to law, copies of orders of the Commissioner of the Immigration and Naturalization Service granting the application for permanent residence to certain aliens, together with a statement of the facts and pertinent provisions of law as to each case, and the reasons for granting the applications (with accompanying papers); to the Committee on the Judiciary.

SUSPENSION OF DEPORTATION OF ALIENS—WITHDRAWAL OF NAMES

Two letters from the Acting Attorney General, withdrawing the names of Petra Liduvina Luis nee Petra Lidwina Santos Del Rio, Ho Sang or Sang Ho or Ho Tin Sik, and Hans Wills Schrapler or Hans Schraepeler, from a report relating to aliens whose deportation he suspended more than 6 months ago, transmitted to the Senate on January 16, 1950; to the Committee on the Judiciary.

PETITIONS

Petitions were laid before the Senate and referred as indicated:

By the PRESIDENT pro tempore:

A resolution adopted by Aeronautical Industrial District Lodge 751, International Association of Machinists, Seattle, Wash., favoring the enactment of legislation providing an excess-profits tax; to the Committee on Finance.

A resolution adopted by the thirty-first annual encampment of the Veterans of Foreign Wars, Department of Pennsylvania, at Harrisburg, Pa., favoring the enactment of legislation requiring the registration of all Communists; to the Committee on the Judiciary.

UNIVERSAL MILITARY TRAINING—RESOLUTION OF FIFTH DISTRICT, THE AMERICAN LEGION, DEPARTMENT OF MINNESOTA

Mr. HUMPHREY. Mr. President, I present for appropriate reference and ask unanimous consent to have printed in the RECORD a resolution adopted by the Fifth District American Legion of Minneapolis, Minn., on August 2, 1950, relating to universal military training.

There being no objection, the resolution was referred to the Committee on Armed Services, and ordered to be printed in the RECORD, as follows:

RESOLUTION REAFFIRMING FIFTH DISTRICT AMERICAN LEGION, DEPARTMENT OF MINNESOTA, SUPPORT FOR A UNIVERSAL MILITARY TRAINING PROGRAM

Whereas the Fifth District American Legion, Department of Minnesota, has previously supported the American Legion universal military training program; and

Whereas this program is now identified as the national security training program and embodied in Senate bill 66 and House bill 1305; and

Whereas the present world crisis clearly indicates the need for a permanent universal military training program to protect our country from aggression, and those countries of the world believing in our way of life; Now, therefore, be it

Resolved, That the Fifth District American Legion, Department of Minnesota, at its regular district meeting, August 2, 1950, reaffirm its support of the universal military training program, now known as the national security training bill and advise the United States Senators in the State of Minnesota, and the United States Representatives from this District of such action.

F. W. AMES, Adjutant.

POOLING OF UNUSED IMMIGRATION QUOTAS—LETTER FROM AMERICAN FRIENDS SERVICE COMMITTEE

Mr. HUMPHREY. Mr. President, I present for appropriate reference and I ask unanimous consent to have printed in the RECORD, a letter I recently received from Mr. Lewis M. Hoskins, executive secretary of the American Friends Service Committee, expressing the endorsement and support of that committee for S. 3950, a bill which I introduced, providing for the pooling of unused immigration quotas.

There being no objection, the letter was referred to the Committee on the Judiciary, and ordered to be printed in the RECORD, as follows:

PHILADELPHIA, Pa., August 11, 1950.

The Honorable HUBERT H. HUMPHREY,
United States Senate,
Senate Office Building,
Washington, D. C.

DEAR MR. HUMPHREY: We were very much interested to receive the copy of S. 3950 which you recently introduced. While it is in general against our policy to have our name used in connection with pending legislation we are glad to express an opinion when it is requested. In this case I am happy to say that we are completely in sympathy with the provisions of your bill and hope that it will become law. We have long been concerned over the inequities and hardships that are caused by the rigidity of our immigration quota system and heartily favor this move in the direction of greater flexibility. We also endorse the bill on the basis of the fact that it makes possible complete utilization of the number of visas that our present law provides, instead of letting a larger proportion of them lapse each year.

In connection with the need for such a bill as you have introduced I should like to cite a case in point with which we are familiar. It is the case of two orphan girls born in Spain, of a Spanish mother and a Czech father, whose American aunt has been trying for more than 5 years to get them to this country in order to provide for them. The death of the parents left these children completely alone in Spain, with no future to which they could look forward there. The aunt here is able and eager to give them a home and her own loving care, yet they have languished in a Spanish orphanage for over 5 years waiting for United States quota numbers. Even after this long wait, the Spanish quota is still so oversubscribed that no date for their coming can be predicted. This story is illustrative of large numbers of hardship cases that would be taken care of by the provisions of your bill which, as I have already indicated, we fully endorse.

Sincerely yours,

LEWIS M. HOSKINS,
Executive Secretary, American
Friends Service Committee, Inc.

PREVENTION OF PROFITEERING—TELEGRAM FROM PRESIDENT OF WISCONSIN FARM BUREAU FEDERATION

Mr. WILEY. Mr. President, I have this morning received an important tele-

gram from one of the outstanding farm leaders of my State, Mr. Curtis Hatch, the distinguished president of the Wisconsin Farm Bureau Federation. Naturally I am always delighted to hear from this splendid grass-roots farm organization which is so well represented in America's dairyland. Needless to say I agree absolutely with Mr. Hatch's contention that no one on the home front should profiteer from the war emergency. I ask unanimous consent that the text of Mr. Hatch's telegram be printed at this point in the body of the RECORD.

There being no objection, the telegram was ordered to be printed in the RECORD, as follows:

MADISON, WIS., August 16, 1950.
ALEXANDER WILEY,
Senate Office Building,
Washington, D. C.:

No one on home front should profit from war emergency. Pending defense production bill should treat all alike. Wages and prices should be controlled with profits if it necessary to impose price ceilings. Attempting to control one segment without the others unworkable. Desire your influence in act comprehensive stand by price and production bill avoiding piecemeal expedients and makeshift arrangements.

CURTIS HATCH,
President, Wisconsin Farm Bureau
Federation.

REPORT OF A COMMITTEE

The following report of a committee was submitted:

By Mr. McCARRAN, from the Committee on the Judiciary:

S. 4037. A bill to protect the internal security of the United States, and for other purposes; with amendments (Rept. No. 2369).

ENROLLED BILLS PRESENTED

The Secretary of the Senate reported that on today, August 17, 1950, he presented to the President of the United States the following enrolled bills:

S. 305. An act for the relief of Julio Lafitte;
S. 459. An act for the relief of Cornelis Ruhtenberg, also known as Cornelis Ruhtenberg Helmsing;
S. 819. An act for the relief of Herman L. Weiner;
S. 918. An act for the relief of Clara Sogor;
S. 1222. An act to authorize the sale of inherited interests in certain allotted land under the jurisdiction of the Pine Ridge Indian Agency, S. Dak.;
S. 1420. An act for the relief of Antonio Garcia Jiminez;
S. 1426. An act to authorize the sale of lands allotted to James Brown on the Crow Reservation, Mont.;
S. 1506. An act for the relief of Andre Lan;
S. 1568. An act for the relief of Anna Rajmann;
S. 1800. An act for the relief of J. Don Alexander;
S. 1866. An act for the relief of Mrs. Clayre Louise Forsyth;
S. 2173. An act for the relief of Giuseppe Foschetti and his wife, Dina Bartoli Moschetti;
S. 2204. An act for the relief of Rudolph Farcher;
S. 2257. An act for the relief of Hyman Winterman;
S. 2401. An act for the relief of Elizabeth Martha Haug;
S. 2614. An act for the relief of O. O. Haugen;

S. 2617. An act for the relief of Ermalinda Mary Pizzuto;

S. 2780. An act for the relief of Jaime Riel;
S. 2897. An act for the relief of Hyman D. Langer and Alta Jourard Langer;

S. 2954. An act for the relief of Agnes Biro and Anna Biro;

S. 3005. An act for the relief of Olga Haddad;

S. 3017. An act for the relief of Sgt. James C. Hollon and Bessie L. Hollon;

S. 3059. An act for the relief of John J. Sebenick;

S. 3097. An act conferring jurisdiction on the United States District Court for the Southern District of Mississippi to hear, determine, and render judgment upon the claim of O. S. Rees;

S. 3129. An act to authorize the sale of inherited interests in certain allotted land under the jurisdiction of the Rosebud Indian Agency, S. Dak.

S. 3238. An act for the relief of Dr. Frederick Daniel McDade;

S. 3289. An act for the relief of Hisako Okamoto;

S. 3325. An act for the relief of Isolde Bezner;

S. 3446. An act to authorize the restoration of Edwin M. Rosenberg, lieutenant commander, retired, to the active list of the United States Navy;

S. 3610. An act for the relief of R. W. Harris, authorized certifying officer, Bureau of Federal Supply, Treasury Department;

S. 3611. An act for the relief of Dorrance Ulvin, former certifying officer, and for the relief of Guy F. Allen, former chief disbursing officer;

S. 3613. An act for the relief of certain Chinese stewards of the United States Navy;

S. 3614. An act for the relief of John B. Underwood, Jr., TMC, United States Navy; and

S. 3709. An act for the relief of certain disbursing officers and former disbursing officers of the naval service, and for other purposes.

BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. THOMAS of Utah:

S. 4059. A bill for the relief of Tokiko Ohara and her minor daughter, Vera Matsumo Vance; to the Committee on the Judiciary.

By Mr. MARTIN:

S. 4060. A bill for the relief of Yoshiko Yamauchi; to the Committee on the Judiciary.

(Mr. MAGNUSON (for himself, Mr. LUCAS, Mr. MYERS, Mr. KILGORE, Mr. KEFAUVER, Mr. GRAHAM, Mr. GREEN, Mr. DOUGLAS, Mr. HUMPHREY, and Mr. LEHMAN) introduced Senate bill 4061, to protect the internal security of the United States, and for other purposes, which was referred to the Committee on the Judiciary, and appears under a separate heading.)

(Mr. TYDINGS (for himself and Mr. MALONE) (by request) introduced Senate bill 4062, to provide for the common defense by establishing a universal training program, and for other purposes, which was referred to the Committee on Armed Services, and appears under a separate heading.)

By Mr. MAGNUSON:

S. 4063. A bill to amend the act of July 24, 1941 (55 Stat. 605), as amended, so as to remove the discrimination now existing against certain members of the Fleet Reserve and Fleet Marine Corps Reserve; to the Committee on Armed Services.

INTERNAL SECURITY

Mr. MAGNUSON. Mr. President, on behalf of the majority leader, the Sena-

tor from Illinois [Mr. LUCAS], myself, the Senator from Pennsylvania [Mr. MYERS], the Senator from West Virginia [Mr. KILGORE], the Senator from Tennessee [Mr. KEFAUVER], the Senator from Rhode Island [Mr. GREEN], the junior Senator from Illinois [Mr. DOUGLAS], the Senator from Minnesota [Mr. HUMPHREY], the Senator from North Carolina [Mr. GRAHAM], and the Senator from New York [Mr. LEHMAN], I introduce a bill to protect the internal security of the United States, and for other purposes, and request its immediate reference.

The bill (S. 4061) to protect the internal security of the United States, and for other purposes, introduced by Mr. MAGNUSON (for himself, Mr. LUCAS, Mr. MYERS, Mr. KILGORE, Mr. KEFAUVER, Mr. GRAHAM, Mr. GREEN, Mr. DOUGLAS, Mr. HUMPHREY, and Mr. LEHMAN), was read twice by its title, and referred to the Committee on the Judiciary.

INCREASE IN LIMIT OF EXPENDITURES BY COMMITTEE ON FOREIGN RELATIONS

Mr. CONNALLY submitted the following resolution (S. Res. 332), which was referred to the Committee on Rules and Administration:

Resolved, That the Committee on Foreign Relations hereby is authorized to expend from the contingent fund of the Senate, during the Eighty-first Congress, \$10,000 in addition to the amount, and for the same purposes, specified in section 134 (a) of the Legislative Reorganization Act approved August 2, 1946, as supplemented by Senate Resolution 148, agreed to August 11, 1949.

DEFENSE PRODUCTION ACT OF 1950—AMENDMENTS

Mr. HUNT submitted an amendment intended to be proposed by him to the bill (S. 3936) to establish a system of priorities and allocations for materials and facilities, authorize the requisitioning thereof, provide financial assistance for expansion of productive capacity and supply, strengthen controls over credit, regulate speculation on commodity exchanges, and by these measures facilitate the production of goods and services necessary for the national security, and for other purposes, which was ordered to lie on the table and to be printed.

Mr. FULBRIGHT submitted amendments intended to be proposed by him to Senate bill 3936, supra, which were ordered to lie on the table and to be printed.

Mr. FULBRIGHT (for himself and Mr. DOUGLAS) submitted amendments intended to be proposed by them, jointly, to Senate bill 3936, supra, which were ordered to lie on the table and to be printed.

Mr. CAPEHART submitted amendments intended to be proposed by him to Senate bill 3936, supra, which were ordered to lie on the table and to be printed.

Mr. SALTONSTALL submitted amendments intended to be proposed by him to Senate bill 3936, supra, which were ordered to lie on the table and to be printed.

Mr. O'MAHOONEY submitted an amendment intended to be proposed by

role in our present difficulty. Many of these men are lieutenants in the Marine Corps. Some of them are perhaps on the high seas, and I believe that if it could be telegraphed to them that their nominations were confirmed, so that they would know their commissions had been approved by the President before certain things take place, it would do much for the morale of the whole organization.

Mr. DONNELL. Mr. President, I am not going to object in this instance, in view of the statement made by the distinguished Senator from Maryland, but I want it distinctly understood that my failure to object does not in any sense constitute a precedent with respect to any future instance or instances. I particularly am impressed with the point the Senator has made as to what he considers the urgency in these particular cases, and that they are routine nominations.

Mr. TYDINGS. They are all routine. I give the Senator my word, that as long as we are at war, I will not bring in any nominations and ask for immediate confirmation and for notification of the President unless they fit into the military picture. If there is any civilian involved at all, and if there is anything of a nature other than the kind of nominations we have discussed, I shall not ask for immediate consideration.

Mr. DONNELL. On the statement that is made, that this is not to constitute a precedent as to any future nominations, and in view of the statement of the Senator from Maryland, I shall not object.

The PRESIDENT pro tempore. Without objection, as in executive session, the several nominations will be confirmed en bloc, and the President will be duly notified.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

The PRESIDENT pro tempore. The question is on the amendment of the Senator from Massachusetts [Mr. LODGE].

The Chair recognizes the Senator from New Mexico [Mr. CHAVEZ].

Mr. KERR. Mr. President, I ask if the Senator from New Mexico will yield to me so I may suggest the absence of a quorum.

The PRESIDENT pro tempore. Does the Senator from New Mexico yield for that purpose?

Mr. CHAVEZ. I yield for that purpose.

The PRESIDENT pro tempore. The clerk will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

Anderson	Chapman	Douglas
Bricker	Chavez	Downey
Bridges	Connally	Dworshak
Butler	Cordon	Eastland
Byrd	Darby	Eaton
Capehart	Donnell	Ellender

Ferguson	Kem
Flanders	Kerr
Frear	Kilgore
Fulbright	Langer
George	Leahy
Gillette	Lehman
Graham	Lodge
Green	McCarran
Gurney	McClellan
Hayden	McFarland
Hendrickson	McKellar
Hickenlooper	Magnuson
Hill	Malone
Hoey	Martin
Holland	Maybank
Humphrey	Millikin
Hunt	Morse
Ives	Mundt
Jenner	Murray
Johnson, Colo.	Myers
Johnston, S. C.	Neely

O'Mahoney
Pepper
Robertson
Russell
Saltonstall
Schoeppel
Smith, Maine
Smith, N. J.
Sparkman
Stennis
Thomas, Okla.
Thomas, Utah
Thye
Tydings
Watkins
Wherry
Wiley
Williams
Withers
Young

The PRESIDENT pro tempore. A quorum is present.

Mr. CHAVEZ. Mr. President, let me say—

Mr. LODGE. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. LODGE. I thank the Senator from New Mexico.

I ask unanimous consent to have printed in the body of the Record a statement I have prepared descriptive of the amendment which I and a number of other Senators have offered to House bill 7941, the Federal-aid road bill. The amendment is now the pending question.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR LODGE

This amendment, identified as 7-28-50-D, is sponsored by the senior Senator from Rhode Island, Mr. GREEN; the Senior Senator from Connecticut, Mr. McMAHON; the junior Senator from West Virginia, Mr. NEELY; the junior Senator from Delaware, Mr. FREAR; the junior Senator from Illinois, Mr. DOUGLAS; the junior Senator from New York, Mr. LEHMAN; the senior Senator from Ohio, Mr. TART; the senior Senator from Vermont, Mr. AIKEN; the junior Senator from Michigan, Mr. FERGUSON; the senior Senator from New Jersey, Mr. SMITH; the senior Senator from Massachusetts, Mr. SALTONSTALL; the junior Senator from California, Mr. KNOWLAND; the junior Senator from Ohio, Mr. BRICKER; the senior Senator from New York, Mr. IVES; the junior Senator from Pennsylvania, Mr. MARTIN; the senior Senator from Delaware, Mr. WILLIAMS; the junior Senator from New Hampshire, Mr. TOBEY; the junior Senator from Vermont, Mr. FLANDERS; the junior Senator from New Jersey, Mr. HENDRICKSON; and the junior Senator from Massachusetts, Mr. LODGE.

On July 13, 1950, a resolution was unanimously adopted by the conference of northeastern region highway officials, the States of Massachusetts, New Hampshire, Vermont, Connecticut, Rhode Island, New York, New Jersey, Pennsylvania, Delaware, and Maryland voting.

The text of this resolution is as follows:

"Whereas the pending Federal-aid highway legislation has established tentative formulas for the allocation of funds to be appropriated for highway purposes; and

"Whereas it is to the interest of better Nation-wide highway transportation that such allocations be established in respect to predominate needs; Be it therefore

"Resolved, That in the authorization of Federal-aid highway funds, and in the allocation of such funds to the various States that the Congress of the United States give

full consideration to the needs of the more populous States where the need for such highways is the greatest, the cost of construction is the highest, and where the traffic load is the heaviest; and be it further

"Resolved, That the amendments proposed by the Senate of the United States, Committee of Public Works, to the Federal Aid Highway Act of 1950, are utterly contrary to the transportation and highway needs of the Nation."

The Commisisoner of Public Works in Massachusetts has informed me that the principal objection which he has to H. R. 7941 is in this method of apportioning the funds for improvement of the national system of interstate highways, as set forth in section 5 (b).

Under the original draft passed by the House of Representatives, the funds for aid to the States for improving this system of highways was to be apportioned to each State in the ratio which the population of each State bears to the total population of all States as shown by the latest available Federal census.

The Senate version of H. R. 7941 proposes to amend this section of the House bill to distribute this money on the basis provided for the apportionment of Federal-aid primary funds, which apportionment is made in the following manner: one-third in the ratio which the area of the State bears to the total area of all States; one-third in the ratio which the population of each State bears to the total population of all States as shown by the latest Federal census; and one-third in the ratio which the mileage of rural delivery routes and star routes in each State bears to the total mileage of such routes in all States. This would result in a reduction of funds for the 18 more heavily populated States.

This amendment on the other hand, apportions this \$70,000,000 on the single basis of population. It does not increase the overall amount.

The system of interstate highways was selected and adopted by the Federal Government to provide for a basic network of the most important roads in the Nation which serve the greatest proportionate volume of traffic. This 1 percent system of approximately 37,000 miles serves over 20 percent of the traffic. Of this mileage, the Federal Government's own studies show that the heaviest volumes and the most important parts of this network from the standpoint of national transportation need are in the heavily populated States. These are the States where the costs for construction are the greatest for the reason that higher traffic volumes demand construction to standards much greater than in the less heavily populated States where, in most cases, low traffic volumes are encountered. Equally important, because of the heavy concentration of population, more of the construction of this network of roads is in urban and suburban areas where construction costs are higher, costly designs must be used to avoid wholesale acquisition of expensive rights-of-way and the number of intersecting arteries which must be bridged is greater.

Under the bill as it is now before us, the Northeastern States, for example, because of their high population but smaller areas would be reduced in their share of this Federal aid from almost \$20,000,000 to only \$11,000,000. This represents a reduction of almost 50 percent. This change in the apportionment will mean severe curtailment of the various States' plans for improvement of the interstate system. At this point in this statement the following table is inserted indicating the amount by which not only the Northeastern States, but some of the other more heavily populated States

would be reduced in their apportionment for this purpose:

Approximate reduction in apportionment of Federal-aid interstate-system funds authorized by Federal Aid Highway Act of 1950, H. R. 7941

State	House version	Senate version
California.....	\$3,241,000	\$2,769,000
Connecticut.....	802,000	428,000
Delaware.....	505,000	337,000
Illinois.....	3,713,000	2,713,000
Kentucky.....	1,341,000	1,295,000
Louisiana.....	1,105,000	1,043,000
Maryland.....	856,000	554,000
Massachusetts.....	2,028,000	904,000
Michigan.....	2,466,000	2,099,000
New Hampshire.....	505,000	237,000
New Jersey.....	1,961,000	880,000
New York.....	6,340,000	3,327,000
North Carolina.....	1,678,000	1,658,000
Ohio.....	3,247,000	2,424,000
Pennsylvania.....	4,656,000	2,820,000
Rhode Island.....	505,000	237,000
Vermont.....	505,000	237,000
West Virginia.....	896,000	766,000

I have been advised that while Massachusetts, for example, contributes to the Federal Government in all its imposts on auto and truck transportation, a sum of approximately \$30,000,000 it receives but \$10,000,000 in Federal aid for our highways. This disparity will be increased by the Senate amendment. The same variance holds for all industrial areas. While these States contribute in the various automotive taxes the sum of \$290,000,000 they receive for highway purposes from the Federal Government only \$93,000,000. It would appear that the Federal legislation should recognize the importance which highway transportation is to the Nation and that the greatest transportation need and usage is in the populous States. Instead, section 5 (b), as reported to the Senate, favors the construction in areas where less need exists for highway transportation improvement.

For all these reasons, I most urgently hope that the Senate will adopt this amendment which seeks to remove such an obvious penalty against those States which most need this Federal assistance. This seems to me a matter of plain common sense, as well as simple justice.

Mr. CHAVEZ. Mr. President, the Senate has, by unanimous consent, agreed to make the pending measure House bill 7941, an act to amend and supplement the Federal-Aid Road Act, approved July 11, 1916, as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

I have read the title of the bill for the reason that I think the attention of the Senate should be called to the fact that, after all, we are thinking of a measure which will help unite the people of the United States.

It was a Missourian, a Member of the House of Representatives from the State of the Senator from Missouri [Mr. DONNELL], who first had that idea. That was away back in 1915. Not only was it his idea to provide transportation for the people of the United States, but he had been worried for years because of the fact that the various sections of the United States were isolated from each other and there was not a united citizenship. Many of our people were still talking about the War Between the States. The people of the South knew little about the so-called Yankees, residing in the northern and northeastern sections

of the United States; and the people in those sections knew very little of the people who lived in the South. It was very difficult for persons to travel from one section of the country to another. Both the people of the North and the people of the South were condemning the so-called wild and woolly West; they condemned it because they did not know it.

That situation worried Representative Dorsey W. Shackelford, so he began to consider what could be done. He realized that the steps to be taken would have to be taken in a constitutional manner; he realized that our country is a land of law and order, and that any desired progress must be made along that line. So he studied the Constitution, and he tried to determine what had to be done in order to conform to the constitutional requirements and also to do equity in the matter.

He found that the only authority Congress had to enact legislation dealing with roads was the constitutional provision that the Congress shall have the right to provide for post roads and post offices. Of course, Mr. President, Congress had provided for post offices, but that was the first time that post roads entered the general picture. Post roads meant transportation. That is the legal history of the original Federal-Aid Road Act of July 11, 1916.

There are still in the Senate members who participated in the consideration and passage of that original law. The distinguished President pro tempore, the Senator from Tennessee [Mr. McKEL-LAR] who now is presiding over the Senate, was a member of the House at that time. The Senator from Arizona [Mr. HAYDEN] was a Member of the House of Representatives at that time, and was a colleague of Representative Shackelford. The chairman of the Senate committee which had charge of the consideration of the bill was none other than Senator John H. Bankhead, of Alabama, the father of the late Senator John H. Bankhead II, of Alabama, and of the late Will Bankhead, Speaker of the House. John H. Bankhead then was chairman of the Senate Committee on Post Offices and Post Roads, and presided in the committee during its consideration of the bill. I wish to make that statement to the Senate, Mr. President, because I think all of us should know the history of this measure.

I desire to thank the Senator from Arkansas [Mr. McCLELLAN], the chairman of the subcommittee of the Committee on Public Works which has had charge of the roads bill. I thank him and the members of the subcommittee—the Senator from Mississippi [Mr. EASTLAND], the Senator from Kentucky [Mr. CHAPMAN], the Senator from Utah [Mr. WATKINS], and all other members of the committee for their patience. They have devoted much time to this measure.

I also wish to state to the Senate that this bill was considered by the committee, prior to the Korean situation. I am saying this in order that the Senate, when it comes to pass upon the provisions of the bill, may understand that, at the time it was considered, we were

thinking of amending the act of July 11, 1916, to meet the present day problem under ordinary conditions. The conditions now are somewhat different.

What does the bill provide? It authorizes a 2-year extension of a Federal highway program which has been in force since July 1916, or over 30 years. The value of the program to our national economy has long been recognized in each of the 48 States and in the possessions of the United States. The program reaches into all the States and possessions of the United States. It has been one of the most important factors in our progress since the turn of the century. As I stated before, it has done more to unite the people of the United States, it has done more for the economy of the country, than any other single piece of legislation that I know of.

Mr. THYE. Mr. President, will the Senator yield?

The PRESIDENT pro tempore. Does the Senator from New Mexico yield to the Senator from Minnesota?

Mr. CHAVEZ. I yield.

Mr. THYE. I should like to ask the able Senator whether the provisions of this bill would in any way aid what may be termed the farm-to-market road? I note that section 9 refers to "primary and secondary Federal-aid highways." That would include roads which had been designated either by the county or by the State as State-aid roads and Federal-aid roads, would it not?

Mr. CHAVEZ. That is correct.

Mr. THYE. The funds then could be used, of course, to assist in the construction not only of a turnpike but of the ordinary hard-surfaced road, could they not?

Mr. CHAVEZ. That is correct. I may suggest that if the Senator will but be patient, I think he will find the answer to his question as I proceed. But the bill does provide a means of trying to get some aid down to the county level.

Mr. THYE. But what about the townships?

Mr. CHAVEZ. It would apply also to the local unit.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. McCLELLAN. I suggest that the able Senator from Minnesota read subsection (b) appearing on page 13 of the bill, where I think he will find evidence of a very definite effort to see that some of this money is applied to the rural roads.

Mr. CHAVEZ. When I referred to the local unit as a "county" I may say to the Senator from Minnesota that is the popular name, the one better known; but the provision applies to parishes and townships, or whatever the local units of the State in the individual case may be called.

Mr. THYE. Mr. President, if the Senator will permit, I may say that the township road today is faced with a terrific financial burden by reason of the school bus, the milk truck, and the grain truck. That heavy traffic has placed a financial burden on the township, and the township has had only its own small local revenues from assess-

ments on property within the township with which to meet that tremendous burden.

Mr. CHAVEZ. I assure the Senator from Minnesota that the subcommittee and also the committee, realizing the condition which the Senator has so well described, devoted a large amount of time to an effort to meet that situation.

Mr. THYE. Does the pending bill provide also that in the event of floods and the destruction of roads and bridges as a result of floods, the provisions of the Federal act will authorize extending aid to the township for the purpose of making repairs? I note that it provides that the "primary and secondary Federal-aid highways" shall receive such assistance, provided the Governor of the State declares that an emergency exists.

Mr. CHAVEZ. The Senator from Mississippi [Mr. STENNIS], the Senator from Oklahoma [Mr. KERR], and the Senator from Utah [Mr. WARKINS] worried more about the particular problem of roads of that type than about the others, because it needed attention and consideration at the moment. The other roads were provided for.

Mr. THYE. The others have had the benefit of the Federal act for a great many years, have they not?

Mr. CHAVEZ. That is correct.

Mr. THYE. Persons residing within the township have not had the benefit of snow removal, of having the weeds cut, and they have not had the benefit of the emergency measure in the event of something in the nature of a disastrous flood which might destroy the roadbed. Is not that correct?

Mr. CHAVEZ. That is correct. We tried to give it our best attention, and we tried to meet all contingencies that might arise.

Mr. THYE. The intent of Congress in writing the law was that it would extend to the township level such assistance as had normally been extended to so-called secondary and Federal-aid roads, was it not?

Mr. CHAVEZ. That was the intent. But I want to tell the Senator from Minnesota that, this being an innovation so far as Federal aid is concerned, consideration was given to the technical aspects of the matter. The average county, or let us say township—

Mr. THYE. Let us confine it to the township.

Mr. CHAVEZ. The average county or parish does not have the technical engineering facilities with which to do the work which was intended to be done, and it was the hope of the committee, as indicated by the provisions found in the bill, that we would be contributing something to the education of the people along that line. In other words, if Congress saw fit to spend the taxpayers' money in the construction of highways in isolated places, we did not want the money to be turned over to local politicians, be they in Massachusetts or in New Mexico.

Mr. THYE. Mr. President, will the Senator yield not only for one other question but—

Mr. CHAVEZ. Let me finish my point.

Mr. THYE. Certainly.

Mr. CHAVEZ. I say it was our hope. The mere appropriation of money or the authorization of expenditures will not in itself build roads. Roads must be constructed.

Mr. THYE. I am only too familiar with that fact.

Mr. CHAVEZ. I am sure the Senator is familiar with it, having been Governor of his home State—and a good one.

Mr. THYE. I thank the Senator. I served many years in connection with problems having to do with roads and highways.

Mr. CHAVEZ. Therefore, I am sure the Senator was confronted with that problem. The committee did not want to treat it, as suggested in some quarters, as a political proposition. Rather, we wanted to get the farmer out of the mud. We did not want to turn large sums of money over to the county commissions, for example.

Mr. THYE. Then I may ask the very able Senator, what provision did the committee write into the bill to safeguard the taxpayers against such a misuse of public funds, while at the same time providing for assistance to the township in constructing a road that would bring the farmer out of the mud?

Mr. CHAVEZ. If the Senator will allow me to proceed, I think he will find that I shall cover that point.

Mr. THYE. I thank the Senator. I shall wait patiently.

Mr. SALTONSTALL. Mr. President, since the Senator from New Mexico has been interrupted, will he yield to me for a question?

The PRESIDENT pro tempore. Does the Senator from New Mexico yield to the Senator from Massachusetts?

Mr. CHAVEZ. I am delighted to yield to the Senator.

Mr. SALTONSTALL. I should like to ask the distinguished Senator how the total authorization of the pending bill compares with the previous 2-year authorization?

Mr. CHAVEZ. I think I can tell the Senator that.

Mr. SALTONSTALL. If the Senator expects to cover that later in his speech, I do not care to interrupt him, but I wondered whether it would be covered in his speech. I should like to know.

Mr. CHAVEZ. It is in the speech; not only that, but I am going to insert the figures showing the differences as between the House bill and the bill as reported to the Senate, and also figures showing what was authorized before compared to what is being authorized now.

Mr. SALTONSTALL. Then I shall not interrupt the Senator.

Mr. CHAVEZ. I thank the Senator from Massachusetts.

Mr. President, our highway network is used by almost every family in the Nation. It affects the American people. We all know how much it meant to us in World War II.

Speaking of war, can the Senate visualize what would have happened to us during the late unpleasantness if there had not been a national road system and a network of highways throughout the country? We must recognize that exist-

ing international conditions make it imperative that we restore our highway system and keep it at least in as good condition as it was in during World War II.

The bill as reported by the committee is designed to serve equally as well if total war breaks out or if we are lucky enough to escape war. The bill extends the Federal-aid program for the 2-year period of the fiscal years 1952 and 1953.

Possibly there is some question in the mind of some Senator as to why we look that far ahead. The reason is this: This is a Federal-aid bill. That means, in simple language, the aid which is given by the Federal Government by way of contribution to the State efforts to construct roads. As we know, the average State legislature meets only once every 2 years, and individual States have to get ready, have to have a program, and have to prepare plans, so the National Government has to be ahead in the way of authorizations in order to be able to cooperate with the State governments as was intended by the original law.

The bill extends Federal-aid programs for the fiscal years 1952 and 1953. It emphasizes the 40,000-mile national system of interstate highways, namely, highways which connect Maine with California, or the State of Washington with the State of Florida. That is what is meant by that statement. The system is made up of the most important and heavily traveled interconnecting highways of the Nation. It forms the backbone of the strategic network of highways essential in any defense or war activities.

The bill provides authorization for access roads to military installations from sources of critical materials, similar to the program undertaken during World War II, but only after some unfortunate delays. This bill would permit us to build access roads, when they are needed, without any further delay.

It also provides authorization for forest roads so that tremendous resources of timber may be tapped to help in any mobilization program undertaken.

In many instances, Mr. President, I know that the people of the United States do not appreciate the tremendous utility and the enormous value to the welfare of the country of our National Forest Service. I had the opportunity and the pleasure a few years ago of traveling through the forest areas of several States. I went through New Mexico, Arizona, and California. There are in the State of California five different national forests belonging to the Federal Government. There is virgin timber by the mile. There is no particular place to go in or to get out, because there are no access roads. Came the war, and lumber was needed in great quantities. That is what we mean when we say that roads are a part of the scheme of things if we want to carry on a sound policy of national defense.

I wish the Senator from Oregon were present. I went through the national forests at Stanislaus, Modoc, Lassen, and two other forests in northern California, and into the State of Oregon, always

over forest roads. I never took the main roads. I wish every person in the United States could visit and really understand those forests. I went over the Cascades into Oregon, followed the Willamette into Eugene, and over to the coast. I saw forests there which produced 150,000 board feet of lumber per acre, all belonging to the American people. It is necessary to have roads in order to protect that property, not only to get out the timber, but as a matter of insurance against forest fires.

I went to the little town of Newport, on the Pacific, and Tillamook at the mouth of the Columbia River, where there is a great cypress area producing 150,000 board feet of lumber per acre. Between Tillamook and Portland there is an area of 27 miles through a canyon. On both sides it resembles a graveyard, with large monuments. Twenty-seven miles of forest had burned down. The National Congress gives consideration to matters of this nature.

Furthermore, we have provided additional funds for secondary roads, and have made important adjustments in the present program so that it will reach to the county level and give the farmers a better opportunity to bear their full contribution to the national economy in time of either war or peace. The poor farmer, away out in the wilds of a far-off State, is producing something which the people of Boston, Albuquerque, and Washington need, something to eat, food; but he cannot get it to the market. It was that which we had in mind when the members of the committee at least tried to start to do something for those people, not for them individually, as such, but because they, as citizens and as workers, should contribute to the national weal and welfare.

We have profited by the difficult experiences which occurred at the outbreak of hostilities in World War II, when there was some delay in undertaking essential defense roads because of lack of appropriate legislation. We have included a provision in the bill which will permit the use of any available Federal highway funds for certain essential defense projects whenever a national emergency is declared by the Congress or by the President.

Mr. President, I think the average attorney, lawyer, or judge who interprets the law would say that the President has inherent power to use any national funds for any purpose in case of an emergency. There may be a school of thought, a small minority, who will disagree with that statement, but in order to be sure there will be no question whatsoever that if an emergency should arise and this country needed the road money for national defense, there are words in the law declaring that the President has that authority. It is in the bill.

The modifications which we have made to the House bill are explained fully in the printed committee report, Senate Report No. 2044, and there are separate sections showing differences between the

House and Senate bills, and explaining other provisions of the bill which were not changed by the Senate committee. I have also had made a complete analysis of the bill as reported to the Senate and I should like permission to have this analysis in the RECORD at this point.

The PRESIDING OFFICER (Mr. KERR in the chair). Is there objection? The Chair hears none.

There being no objection, the analysis was ordered to be printed in the RECORD, as follows:

ANALYSIS OF H. R. 7941 AS REPORTED TO SENATE

Section 1: Authorizes the sum of \$550,000,000 for each of the fiscal years 1952 and 1953 for continuing the Federal-aid road program. The total authorization is divided as follows:

Primary system	\$225,000,000
Secondary system	200,000,000
Urban system	125,000,000

The bill provides that the secondary funds shall be expended only on local rural roads or roads of the county road class, to be selected by the State highway departments and local officials cooperatively. The roads are to be of an economical, all-weather type. If any State highway department, with the concurrence of the Commissioner of Public Roads, certifies that it will be impracticable to spend the secondary funds on this class of roads, then those funds, or such portion thereof so certified, may be expended on other secondary roads, including State highways.

The apportionments will be in accordance with the long-established formulas and the latest available Federal census figures will be used for this purpose. The period of availability for the authorizations is continued at 2 years after the close of the year for which the authorizations are provided.

Section 2: Provides that any State desiring to obtain secondary road funds shall establish a secondary road unit in its State highway department within 6 months after the close of the next regular session of its legislature. The State highway departments may arrange with a county or group of counties suitably organized to supervise the secondary road program. The provisions of this section are similar with respect to the secondary road program to the previous provisions calling for the establishment of State highway departments when the primary program was first started.

Section 3: Authorizes \$20,000,000 for each of the fiscal years 1952 and 1953 for forest highways and an identical amount for the same 2 years for forest development roads and trails. It also authorizes \$3,500,000 for each of the fiscal years 1951 and 1952 for forest highways in or adjoining the Tongass National Forest in southeastern Alaska.

Section 4: (a) Authorizes \$10,000,000 for each of the fiscal years 1952 and 1953 for roads and trails in national parks, with a limitation of \$4,000,000 on the amount that can be used for maintenance and \$1,000,000 on the amount that can be used for minor roads and trails. It also provides that this road program shall be developed and administered jointly by the Secretary of the Interior and the Secretary of Commerce.

(b) Authorizes \$13,000,000 for parkways for each of the fiscal years 1952 and 1953, with a limitation of \$500,000 for maintenance and \$400,000 for minor roads and trails. This program also is to be administered and developed jointly by the Secretaries of Interior and Commerce, and provides that \$3,000,000 of the 1952 authorization shall be available for contract immediately.

(c) Authorizes \$10,000,000 for each of the fiscal years 1952 and 1953 for Indian reservation roads, to be approved and supervised by the Commissioner of Public Roads.

Section 5: (a) Provides a new authorization of \$70,000,000 for each of the fiscal years 1952 and 1953 for the national system of interstate highways, which is composed of portions of the primary and urban systems having the greatest value from the standpoint of national interest. These funds are to be apportioned among the States in the same manner as the primary funds. Preference is to be given to widening and strengthening narrow roads and deficient bridges.

(b) The matching provisions provide for the present 50-50 matching or two alternatives, namely, (1) 25 percent State funds, 50 percent Federal primary funds, and 25 percent Federal interstate funds, or (2) matching in the ratio of 75 percent Federal interstate funds and 25 percent State funds.

(c) Provides that Federal funds for the interstate system or the primary or urban systems may be used to aid in the retirement of bonds issued by any State, county, city, or other political subdivision for construction of roads on such systems. All such roads must be constructed in accordance with plans approved in advance by the Commissioner of Public Roads. This provision is not to be construed as a commitment or obligation on the part of the United States to provide these funds.

Section 6: Amends section 14 of the 1921 Highway Act with respect to responsibility for proper maintenance by the States. Responsibility for maintaining secondary and urban roads is placed upon the proper local officials, and the penalty of withholding approval of further projects applies only to the particular local government that fails to provide proper maintenance.

Section 7: Amends section 5a of the 1944 act to increase the Federal share payable for rights-of-way costs from one-third to not to exceed one-half. This places the sharing of rights-of-way costs on the same basis as other features of the highway projects.

Section 8: Amends section 3a of the Federal Highway Act of November 9, 1921, as amended by the act of February 20, 1931 (46 Stat. 1173), so as to authorize the Secretary of Commerce to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within national parks and monuments and to pay all or any part of the cost thereof from funds apportioned to the States under the Federal-aid road legislation in the same manner that has been authorized in Indian reservations ever since the approval of the Federal Highway Act of November 9, 1921.

Section 9: Authorizes the use of not to exceed \$10,000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, as an emergency relief fund for the repair, restoration, or reconstruction of highways damaged or destroyed on the primary or secondary highway systems as a result of severe storms, floods, landslides, or other like catastrophes of nature. This is similar to authorizations made pursuant to the act of June 18, 1934 (48 Stat. 993), June 8, 1938 (52 Stat. 633), and July 13, 1943 (57 Stat. 560).

Section 10: Authorizes \$5,000,000 for each of the fiscal years 1951 and 1952 for roads through the public domain, to be expended on the basis of need as determined by the Commissioner of Public Roads upon application by the respective States.

Section 11: This amends the act of December 26, 1941, to authorize \$8,000,000 for each of the fiscal years 1951 through 1958, inclusive, to be expended in cooperation with the Central American governments for completion of the Inter-American Highway. These funds will be matched by the Central American governments in amounts equal to at least one-third of the expenditures by the United States, except that \$3,000,000 of the authorizations may be expended without matching if the Secretary of State determines that matching would be beyond their reasonable capacity. Construction work will be performed by contract except where not adapted to normal procedures or where the public interest warrants other methods. The highway is to be toll free and provision is made for reciprocal recognition of vehicle registration and drivers' licenses.

Section 12: Authorizes \$4,000,000 for each of the fiscal years 1951 and 1952 for completion of the road from San Benito to Rama in Nicaragua, which has been partially completed pursuant to agreement between the United States and Nicaragua. Completion of this work will fulfill diplomatic obligations entered into when the initial work was accomplished several years ago.

Section 13: (a) Authorizes \$25,000,000 for access roads to military and other defense facilities and installations. These funds may be used without any matching by local governments.

(b) Authorizes the Secretary of Commerce to use any unexpended balances of Federal-aid funds to undertake any highway projects certified as essential to the national defense when a national emergency is declared by Congress or by the President.

Section 14: Provides that whenever plans are submitted by a State Highway Department involving the by-passing of a city, town, or village, certification shall be made to the Commissioner of Public Roads that the State has had public hearings and considered the economic effects of such a location.

Section 15: Authorizes and directs the Commissioner of Public Roads to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies to advance the cause of safety on the streets and highways. Not to exceed \$75,000 may be expended annually from administrative funds for this purpose.

Section 16: Authorizes the Secretary of Commerce to delegate authority contained in this act to the Commissioner of Public Roads.

Section 17: Is a saving provision to the effect that if any section, subsection, or other provision of the bill, or the application to any person or circumstance, is held invalid, such invalidity shall not affect the validity of the remainder thereof.

Section 18: Provides for the repeal of all acts or parts of acts inconsistent with the bill and that the bill shall take effect on its passage.

Section 19: Provides that the act may be cited as the "Federal-Aid Highway Act of 1950."

Mr. CHAVEZ. Mr. President, I should like to insert in the RECORD at this point some general data with respect to the bill.

General data. Period covered: fiscal years 1952 and 1953. Current authorizations, \$450,000,000. Total authorizations, \$513,500,000. The House bill provides

\$500,000,000. The Senate bill provides \$550,000,000. The total of the House bill is \$646,500,000. The total of the Senate bill is \$748,500,000.

Total highway needs: It was brought out at the hearings that in order to get the roads in the shape they should be the country would have to spend \$41,000,000,000.

Motor vehicles: Over 45,000,000 motor vehicles are now in use. One can realize what they do to the roads.

Mileage on Federal-aid systems: Primary, 233,588 miles; secondary, 398,449 miles.

Urban—included in primary—14,000 miles.

Interstate—included in primary—37,800 miles. The total mileage is 632,037.

The total road mileage in the United States is 3,327,000. Those are the roads aided by Federal highway legislation, and they are ones that are built locally by cities, counties, towns, and townships.

Federal share in cost of all roads in the United States: In 1949, State and local governments spent \$2,671,000,000. The Federal Government spent \$460,000,000. The total amount spent was \$3,131,000,000. In other words, local governments spent \$2,200,000,000, in round figures, more than the Federal Government. Of the total expenditures for roads throughout the country the Federal share is only 14.7 percent of the total amount spent.

Mr. President, at this point in my remarks I should like to have inserted in the RECORD a list of the unobligated balances of previous highway aid authorizations.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

UNOBLIGATED BALANCES OF PREVIOUS HIGHWAY AID AUTHORIZATIONS

The evidence taken by the committee shows that obligations of the previous authorizations are considerably ahead of schedule. Authorizations prior to the current fiscal year have been completely exhausted, and nearly half of the authorizations for the current fiscal year, that is, the fiscal year 1951, have been used as of July 1, 1950. The total authorization for the three Federal-aid systems for the fiscal year 1951 is \$450,000,000. Of this amount there remains unprogramed only \$244,000,000, or slightly more than one-half of the total for the year.

The breakdown of the unprogramed balance among the three systems is as follows:

Primary system.....	\$78,000,000
Secondary system.....	80,000,000
Urban system.....	86,000,000
Total.....	244,000,000

The procedure for using the Federal-aid highway authorizations may be summed up briefly in this way: After an authorization act is passed by Congress, the Bureau of Public Roads is required by law to make an apportionment of the authorizations among the States not later than January 1 preceding the beginning of the fiscal year for which the funds are authorized. Following this apportionment, the State Highway Departments submit programs of projects to be

constructed with these funds. After review and approval by the Bureau of Public Roads, these programs represent a commitment to the State that it may proceed to acquire rights-of-way and place the project under construction. Actual payments to the States under authorizations for any particular year cannot be made until after the beginning of that fiscal year, and due to the length of time required for construction, they usually lag considerably longer than this. However, this method, adopted by Congress many years ago, requiring the apportionment at least 6 months in advance of the fiscal year permits the States to develop and plan a sound and orderly program of construction. Without such advance notice and continuity of authorizations, the highway program would be seriously impeded by interruptions and delays due to the uncertainties of future legislative action.

Mr. CHAVEZ. Mr. President, our highway systems have not yet recovered from the battering given by traffic during World War II when road construction was stopped and even maintenance was severely curtailed.

Highway improvements are still far behind urgent traffic demands.

Present authorizations are nearly exhausted. Only about one-half of the 1951 authorizations remain available although the year has barely started.

State highway departments must have some advance notice of Federal-aid authorizations in order to continue their construction programs without interruption or costly delay.

Most State legislatures meet only once every 2 years and therefore must have advance notice to take action on providing the State matching funds.

If full mobilization becomes necessary, many of the provisions in this bill will be a necessity for national defense. Many deficient portions of the national interstate system, which is our strategic defense network, will have to be speeded up on certification of defense officials, and access highways to defense installations and sources of critical materials will be needed immediately. The committee recognized these dangers and included measures in the bill to take care of such essential defense requirements.

Most important of all, however, is the provision inserted by the committee which will permit the use of any available Federal highway funds for essential defense roads when a national emergency is declared by the Congress or the President. In such an event, the President would stop all nonessential road work, and this bill will provide the stand-by authority to use any available funds immediately for certified defense roads. This will overcome the difficulties which were experienced at the outbreak of the recent war when lack of necessary legislation seriously impeded construction of many essential defense roads.

The bill therefore provides stand-by authority designed to meet defense needs if all-out mobilization becomes necessary, and at the same time it also will serve as stand-by authority for contin-

using the improvement of our still deficient highway systems if we are fortunate enough to escape a full-scale war.

Mr. President, I ask unanimous consent to insert additional data in the Record at this point in my remarks.

There being no objection, the data were ordered to be printed in the Record, as follows:

Summary of amounts in H. R. 7941 compared with current authorization

	Current authorization (1948 act)	H. R. 7941			Current authorization (1948 act)	H. R. 7941	
		As passed by House	As recommended by Senate committee			As passed by House	As recommended by Senate committee
Federal-aid systems:				Emergency fund		\$10,000,000	\$10,000,000
Primary	\$202,500,000	\$225,000,000	\$225,000,000	Inter-American Highway			8,000,000
Secondary	135,000,000	150,000,000	200,000,000	Rama Road			4,000,000
Urban	112,500,000	125,000,000	125,000,000	Access roads			25,000,000
Interstate system		70,000,000	70,000,000	Tongass Forest roads, Alaska			3,500,000
Forest highways	20,000,000	20,000,000	20,000,000	Roads on public domain			5,000,000
Forest roads and trails	17,500,000	17,500,000	20,000,000	Local roads			(1)
Park roads and trails	10,000,000	10,000,000	10,000,000				
Parkways	10,000,000	13,000,000	13,000,000				
Indian roads	6,000,000	6,000,000	10,000,000				
				Total	\$513,500,000	646,500,000	748,500,000

¹ Included in secondary funds.

Comparison of apportionment for interstate-system funds as recommended by Senate Public Works Committee and as adopted by the House of Representatives

State	Apportionment recommended by Senate committee (primary-road formula)	Apportionment adopted by House (population formula)	Increase resulting from use of Senate formula instead of House formula	Decrease resulting from use of Senate formula instead of House formula	State	Apportionment recommended by Senate committee (primary-road formula)	Apportionment adopted by House (population formula)	Increase resulting from use of Senate formula instead of House formula	Decrease resulting from use of Senate formula instead of House formula
Alabama	\$1,457,000	\$1,246,000	\$211,000		Nevada	\$857,000	\$505,000	\$352,000	
Arizona	991,000	505,000	486,000		New Hampshire	337,000	505,000		\$168,000
Arkansas	1,167,000	888,000	329,000		New Jersey	838,000	2,080,000		1,142,000
California	3,223,000	4,551,000		\$1,328,000	New Mexico	1,081,000	505,000	576,000	
Colorado	1,210,000	519,000	691,000		New York	3,303,000	6,141,000		2,838,000
Connecticut	457,000	862,000		405,000	North Carolina	1,604,000	1,649,000	45,000	
Delaware	337,000	505,000		168,000	North Dakota	996,000	245,000	491,000	
Florida	1,060,000	1,084,000		4,000	Ohio	2,498,000	3,409,000		911,000
Georgia	1,716,000	1,364,000	352,000		Oklahoma	1,518,000	982,000	536,000	
Idaho	834,000	505,000	329,000		Oregon	1,210,000	741,000	469,000	
Illinois	2,697,000	3,605,000		908,000	Pennsylvania	2,820,000	4,537,000		1,717,000
Indiana	1,701,000	1,704,000		3,000	Rhode Island	337,000	505,000		168,000
Iowa	1,697,000	1,128,000	569,000		South Carolina	936,000	854,000	82,000	
Kansas	1,776,000	851,000	885,000		South Dakota	1,050,000	505,000	551,000	
Kentucky	1,282,000	1,235,000	47,000		Tennessee	1,500,000	1,380,000	120,000	
Louisiana	1,060,000	1,122,000		62,000	Texas	4,431,000	3,214,000	1,217,000	
Maine	589,000	505,000	84,000		Utah	768,000	505,000	263,000	
Maryland	600,000	928,000		328,000	Vermont	337,000	505,000		168,000
Massachusetts	912,000	2,011,000		1,099,000	Virginia	1,306,000	1,324,000		18,000
Michigan	2,205,000	2,711,000		506,000	Washington	1,180,000	1,102,000	78,000	
Minnesota	1,841,000	1,271,000	570,000		West Virginia	749,000	828,000		79,000
Mississippi	1,239,000	508,000	350,000		Wisconsin	1,659,000	1,432,000	227,000	
Missouri	2,029,000	1,079,000	350,000		Wyoming	825,000	505,000	320,000	
Montana	1,344,000	505,000	839,000		Hawaii, District of Columbia, Puerto Rico	337,000	505,000		168,000
Nebraska	1,338,000	549,000	789,000						

NOTE.—The apportionment formula recommended by the Senate committee is the long-established primary road formula, which is based upon the three factors of area, population, and rural mail routes, with special recognition for States with large areas

of public domain. The apportionment formula adopted by the House is an entirely new formula based upon population only. It has never been used before in Federal-aid highway programs.

Manufacturers' excise taxes relating to motor vehicles ¹

[United States internal revenue collections, summary by years]

[In thousands of dollars]

Calendar year	Excise taxes							Motor-vehicle use tax	Total	
	Gasoline	Lubricating oil	Motor vehicles and parts				Total excise taxes		Calendar year	Cumulative
			Automobiles and motorcycles	Trucks, busses, and trailers	Parts and accessories	Tires and tubes				
1917							5,276	5,276		5,276
1918							45,564	45,564		50,840
1919							89,592	89,592	2,066	142,498
1920							149,194	149,194	1,807	293,409
1921							99,967	99,967	1,796	395,262
1922							114,793	114,793	1,845	511,900
1923							155,797	155,797	2,088	669,785
1924							139,201	139,201	1,894	810,880
1925							143,431	143,431	1,871	956,182
1926							96,256	96,256	176	1,052,614
1927							60,504	60,504		1,113,118
1928							28,222	28,222		1,141,340
1929							14,387	84,294		1,225,634
1930	62,840	7,067	4,222	720	1,900	7,545	14,387	84,294		1,482,852
1931	181,126	22,290	22,476	3,047	4,443	23,836	53,802	257,218		1,482,852
1932	170,109	24,844	31,534	5,261	8,886	24,704	67,385	262,338		1,745,190
1933	172,262	28,819	42,263	6,674	7,019	28,162	84,058	285,139		2,030,329
1934	183,542	28,986	56,476	8,044	8,748	38,242	111,510	327,638		2,357,967
1937	203,025	33,681	64,722	8,812	9,020	40,088	123,242	359,948		2,717,915

Footnotes at end of table.

Manufacturers' excise taxes relating to motor vehicles¹—Continued

[United States internal revenue collections, summary by years]

[In thousands of dollars]

Calendar year	Excise taxes							Motor-vehicle use tax	Total	
	Gasoline	Lubricat- ing oil	Motor vchicles and parts				Total excise taxes		Calendar year	Cumula- tive
			Automo- biles and motor- cycles	Trucks, busses, and trailers	Parts and accessories	Tires and tubes				
1938.....	200,881	30,495	29,405	5,230	7,068	26,772	68,475	299,851	299,851	3,017,166
1939.....	215,217	29,837	51,063	7,145	8,957	41,131	108,296	353,350	353,350	3,370,516
1940.....	281,654	34,420	71,275	9,285	12,147	45,091	137,798	453,872	453,872	3,824,388
1941.....	371,136	43,852	101,464	14,253	18,562	71,858	206,137	621,125	621,125	4,445,513
1942.....	336,685	41,176	26,890	13,329	26,121	25,357	91,697	469,558	210,158	5,125,229
1943.....	265,303	49,211	1,087	1,798	25,064	31,948	59,897	374,411	134,619	5,634,259
1944.....	328,598	66,283	1,560	10,120	38,776	54,250	104,706	499,587	128,054	6,261,900
1945.....	424,585	96,998	4,665	32,874	61,055	88,185	186,779	708,362	124,501	7,094,763
1946.....	413,953	73,442	111,921	42,719	81,245	159,128	395,013	882,408	849	7,978,020
1947.....	455,350	78,649	244,914	75,506	117,103	171,156	608,679	1,142,678	2	9,120,700
1948.....	498,363	81,884	275,456	135,608	129,028	153,944	699,036	1,279,283	1,279,283	10,399,983
1949.....	504,063	80,317	448,875	114,532	98,323	146,308	808,038	1,392,418	1,392,418	11,792,401

¹ Since June 1, 1944, the Federal Government has paid these taxes on its own purchases, and the amounts are included in this table. The estimated portions of the total Federal excise taxes on automotive and related products that were paid by highway users are given in table E-38.

² In 1928, these taxes were imposed only during the 5 months ended May 29.

³ In 1932, these taxes were imposed only during the 6 months beginning July 1.

SOCIAL SECURITY ACT AMENDMENT OF 1950—CONFERENCE REPORT

Mr. GEORGE obtained the floor.

Mr. MAYBANK. Mr. President, will the Senator yield?

Mr. GEORGE. I yield.

Mr. MAYBANK. I wonder whether the Senator desires that I suggest the absence of a quorum. I shall abide by the wishes of the Senator from Georgia.

Mr. GEORGE. I do not believe it is necessary to call a quorum, inasmuch as it may take some time to develop one. I hope the Senator will withhold his suggestion.

Mr. MAYBANK. Mr. President, I withhold my suggestion of the absence of a quorum.

Mr. GEORGE. Mr. President, I submit the conference report on House bill 6000, Social Security Act amendment of 1950, and I ask unanimous consent for its immediate consideration.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The report was read.

(For conference report, see House proceedings of August 1, 1950, pp. 11701-11728.)

The PRESIDING OFFICER. Is there objection to the consideration of the report?

There being no objection, the Senate proceeded to consider the report.

The PRESIDING OFFICER. The question is on agreeing to the report.

Mr. GEORGE. Mr. President, it is most gratifying to be able to report that the conference agreement on H. R. 6000 incorporates the principal provisions of the bill as passed by the Senate. Thus, the objective of having the contributory social-security system become the major method of providing protection against the economic hazards of old age and premature death should soon become an accomplished fact. I believe we may now look forward to a reversal of the trend of continually increasing expenditures from general revenues for the aged and for children who are dependent

because of death of the family breadwinner.

Currently there are about 3,000,000 beneficiaries of old-age and survivors insurance. Under the conference agreement it is estimated that within a year this number will exceed 4,250,000. By 1960 the beneficiaries will number more than 7,000,000. Benefit payments for retired workers now averaging \$26 per month will in a few years exceed an average of \$50. In providing for these liberalizations, the Conference Committee was not unmindful of the increase in costs to the system.

Mr. WHERRY. Mr. President, I was about to ask the Senator a question, but one of my colleagues has just given me information which may answer the question. I wondered if the Senator from Georgia did not think it necessary to have a quorum called. I would suggest to the able Senator that Senators on this side of the aisle are most interested in the report, not that they are opposed to the report, but they would like to hear the Senator's explanation, and if he would permit a quorum call, I should like to get Senators to the floor if possible.

Mr. GEORGE. I have no objection. It would merely delay action. The distinguished Senator from South Carolina [Mr. MAYBANK] offered to call a quorum, but I suggested it would merely result in delay.

Mr. WHERRY. Mr. President, I will not delay action on the report. Several Senators have said they would like to be here when the conference report was laid before the Senate.

Mr. GEORGE. If the Senator feels he should call a quorum on that account, I yield for that purpose.

Mr. WHERRY. I do not think I would want to have it on that basis, because it is not because Senators oppose the report, but they wanted to get the information the Senator would impart in his remarks. I shall not call for a quorum at this time.

Mr. GEORGE. Mr. President, the tax schedule in the conference agreement is designed to make the program self-supporting so as to avoid the necessity for appropriating funds to the system out of general revenues.

I shall summarize very briefly the major provisions of the conference agreement that differ from those contained in the bill as passed by the Senate.

OLD-AGE AND SURVIVORS INSURANCE COVERAGE

The conference agreement extends coverage to substantially the same number of persons as under the Senate-passed bill, namely, ten million.

Nonprofit and religious institutions: The principal change made as to coverage relates to employees of nonprofit organizations that are exempt from income tax under section 101 (6) of the Internal Revenue Code. The bill as passed by the Senate provided compulsory coverage of employees of nonprofit organizations not owned or operated by a religious denomination. Employees of religious organizations were to be covered on a voluntary basis at the option of the employer.

The House-passed bill provided compulsory coverage of employees of nonprofit and religious organizations, but granted an exemption as to the employer's share of the tax. Unless the exemption were waived by the employer, only the employees would be required to make contributions to the system, resulting, of course, in a decrease of benefits received.

Under the conference agreement employees of all nonprofit and religious organizations exempt from income tax under section 101 (6) of the Internal Revenue Code may be extended coverage on a voluntary basis. For these employees to be covered the organization must file a certificate stating it desires coverage for its employees and that two-thirds of the employees concur in the filing of the certificate.

A very serious question was presented to the conference committee, namely,

whether or not it would be valid to leave it to the employing corporation to decide for its employees, and thereby subject its employees to tax.

I repeat, under the conference agreement employees of all nonprofit and religious organizations exempt from income tax under section 101 (6) of the Internal Revenue Code may be extended coverage on a voluntary basis. For these employees to be covered the organization must file a certificate stating it desires coverage for its employees and that two-thirds of the employees concur in the filing of the certificate. Then the employees so concurring would be afforded the protection of the system. Moreover, employees engaged by the employer after the certificate became effective would also be covered.

Mr. SALTONSTALL. Mr. President, will the Senator yield for a question?

Mr. GEORGE. I yield.

Mr. SALTONSTALL. Does that mean that hospitals which are operated on a charitable basis, which are incorporated for nonprofit purposes, would come within the provision the Senator has just described?

Mr. GEORGE. I think so. I believe there is no doubt about that.

Mr. WATKINS. Mr. President, did I understand the Senator correctly to say that agricultural cooperatives also were included?

Mr. GEORGE. No; cooperatives are not included. The Senator from Massachusetts was asking about nonprofit hospitals, under section 101 (6). This provision does not refer to cooperatives.

Mr. WATKINS. There is another section dealing with them, is there not?

Mr. GEORGE. Yes; there is.

Mr. SALTONSTALL. If the Senator will further yield, what about non-profit colleges, schools, and institutions of that character?

Mr. GEORGE. They are treated exactly as hospitals are. They are covered precisely on the same basis.

Agricultural workers: Under the bill as passed by the Senate about 1,000,000 agricultural workers, of whom 800,000 are regularly employed workers on farms, would have been covered by the system. The conference agreement makes no change as to coverage of the 200,000 borderline or marginal agricultural workers, as they are some times called, engaged in processing agricultural or horticultural commodities off the farm. As to regularly employed workers on farms the conference agreement reduces the number covered from 800,000 to about 650,000 by imposing a somewhat more restrictive definition of regular employment.

Under the Senate bill an individual would have been deemed to be regularly employed and to be covered by the system if he worked for one employer at least 60 days and earned \$50 or more in a calendar quarter. The conference agreement modifies the provisions in the Senate-passed bill so as to cover an employee on a farm only if he has (1) worked for his employer on a full-time basis for 60 days in a calendar quarter, and (2) worked continuously for the

same employer throughout the preceding calendar quarter.

Mr. THYE. Mr. President, will the Senator yield for a question?

Mr. GEORGE. I yield.

Mr. THYE. We should interpret that to be 6 months; that would be 6 months' time the worker would actually be employed, 3 months previous to, plus 3 months within that calendar quarter?

Mr. GEORGE. The Senator is correct.

Mr. THYE. I thank the Senator.

Mr. GEORGE. That was the concession we made to the House conferees in order to bring about an agreement upon the bill; and that is the effect of the conference report.

Mr. HOLLAND. Mr. President, will the Senator yield?

Mr. GEORGE. I yield to the Senator from Florida.

Mr. HOLLAND. With reference to this coverage of agricultural employees, did I correctly understand the Senator to say that instead of covering merely 60-day employment during a calendar quarter plus the earning of \$50, in order to be entitled to coverage that under the conference report, to be covered in that first calendar quarter of coverage there shall have to be 60 full days of employment?

Mr. GEORGE. That is correct. What most concerned the conference committee, or at least some members of the committee, was that a worker might work part time on the farm, and then go into town to a shop and finish up his day's work. He could work a part of 60 days under present high-wage rate scales, and could easily earn \$50 or more per quarter. So it was meant to be stated as clearly as we could by this provision that he must be a regular employee on the farm, and he is not required to put in a full day's time, because weather conditions and other things may interrupt, but that must be his regular employment; and he must not be a mere part-time worker who devotes an hour to the farm and works enough time elsewhere within a quarter to earn \$50 or more.

Mr. HOLLAND. Mr. President, will the Senator yield further?

Mr. GEORGE. I yield.

Mr. HOLLAND. Is it then correct to say that in the case of an interruption for a day by weather, when a worker is ready to work the full day, but is prevented from so working simply by reason of the weather, that that day would count upon the 60 full days as embraced in the conference report?

Mr. GEORGE. That is correct. In other words, it would not interfere with that element insofar as his qualifying is concerned. His readiness to work the full day would meet the requirement, if he appeared, and if rain or other conditions interfered, and he was not able to work more than an hour, or not at all. But he must have within that quarter earned \$50 or more.

Mr. HOLLAND. Mr. President, will the Senator yield further?

Mr. GEORGE. Yes; I yield.

Mr. HOLLAND. Then with reference to the effect of weather upon employ-

ment, the provisions of the bill are identical with those of the bill as adopted on the Senate floor; are they not? Namely, to work or be available and ready to work for the day constitutes a full day even though weather may interfere and cut down the hours of actual work?

Mr. GEORGE. That feature of it remains the same. The feature of the bill which was changed in conference was the requirement that in order to become eligible the regularly employed farm worker must have worked an immediately preceding qualifying quarter for the same employer. That was earnestly insisted upon by the House conferees, and the conference committee accepted that compromise.

Mr. HOLLAND. Mr. President, will the Senator yield for a further question?

Mr. GEORGE. I am glad to yield.

Mr. HOLLAND. Now, without reference in this question to the qualifying quarter and solely with reference to the second consecutive quarter of coverage, the provision of the Senate bill, as I recall it, was merely that \$50 had to be earned within a second quarter of coverage, in working for the same employer, to bring the workman under the coverage provisions of the bill for that quarter? Does the same provision apply to the conference bill?

Mr. GEORGE. That is correct; and in addition he must have worked 60 full days and earned \$50 in the preceding quarter, the first quarter of coverage.

Mr. HOLLAND. Mr. President, will the Senator yield further?

Mr. GEORGE. Yes.

Mr. HOLLAND. With reference to the second quarter, of coverage, which is, of course, the third quarter of employment, and the requirements for coverage during that second quarter of coverage, as now stated under the conference bill, did I understand the Senator to say that one of the conditions for coverage in that second quarter of coverage is continuous employment during the first quarter of coverage by the employee for the same employer, or would only 60 days' employment during that first quarter of coverage serve to qualify him?

Mr. GEORGE. I believe this is the correct statement: He must have worked for his employer on a full-time basis for 60 days in the preceding calendar quarter, the first quarter of coverage, and, second, he must have worked continuously for the same employer throughout a former or next preceding calendar quarter which was the qualifying quarter. It was insisted by the House conferees that for one to become eligible under this title of the Social Security Act he must have been a regularly employed workman for one quarter, and in the second quarter, in which he could first qualify for coverage, he must have worked 60 days on a full-time basis; that is, as distinguished from a part-time or job worker; and he must have earned \$50 or more in that second quarter. There is no requirement as to his earnings in the first quarter.

Mr. HOLLAND. May I ask the Senator: Is there any requirement for the

the future, we must rely rather upon the creation of more distributable wealth than upon the redistribution of the income that exists. Total taxation, local and national, is now more than 40 percent of the national income, and at that level the redistribution of income entailed in the payment for social services already falls, to a considerable extent, upon those who are the recipients of these services. We must, therefore, moderate the speed of our advance in the extended application of the existing social services to our progressive ability to pay for them by an increase in our national income. Otherwise, we shall not be able to avoid entrenching, to an intolerable extent, upon the liberty of spending by the private individual for his own purposes." Here then is a sober message from one of the outstanding leaders of the Labor Party who is learning from bitter experience the economic facts of life. This warning should be heeded by our own country, which is traveling at high speed down the same road as Great Britain. Based upon past experience, America follows British social welfare plans by a time lag of one or two decades.

The irony of it all is that while the administration is aggressively carrying on a campaign for a comprehensive and liberal social-security program, at the same time it is undermining the very foundation of its program by diluting the purchasing power of the dollar through deficit financing. For 18 of the past 20 years the Federal Government has operated in the red. During this same period the administration has pursued an "easy" money policy with a resultant decline in the yield of bonds as well as a reduction in the rate of interest on savings deposits. As a consequence, the purchasing power of income, based on conservative investments, has been cut in half since the Social Security Act started operations in 1937. The inflationary policies of the Government are chipping away the real value of payrolls, savings deposits, life insurance policies, annuities, and all other means that individuals have taken to protect themselves against the hazards of life. The net result is that because of the dilution of the purchasing power of the dollar several million persons who had planned for what they considered adequate security have had their living standards sharply reduced. Through unsound fiscal policies, the Government is making it increasingly difficult for the American people to provide for their own security, and this in turn compels them to turn to the Government for aid. Because of this situation, demands for social security grow in snowball fashion.

While claims on future wealth for social welfare are multiplied manifold, at the same time the creation of new wealth is throttled by taxes that severely restrict the flow of fresh capital into the purchase of the necessary tools and equipment that would provide new jobs and increase production. Prior to the war, the rise in man-hour output was at the rate of about 2 percent a year. Since the end of the war, however, according to the most reliable estimates, it has been less than 1 percent. When security claims, wages, and other costs increase at a faster rate than productivity, buying power shrinks so that each dollar buys less in terms of goods and services. France is a striking example of what happens when claims on the national economy far exceed productivity. In that country the purchasing power of pensioners has declined by 99 percent since 1914.

Moreover, the time has come when a comprehensive survey must be made of all the types of claims on our economy and these allocated on a priority basis according to their relative importance, since taxes are in the danger zone. Colin Clark, an Australian economist, after an extensive research of many countries throughout the world,

concluded that the critical limit of taxation is about 25 percent of national income, or possibly less. He observed that when this point is reached, governments resort to the easy way out by monetary devaluation, deficit financing, and inflation rather than by increased taxation. Taxes in the United States—Federal, State, and local—are now about 25 percent of national income and have therefore reached the peril point. This Nation, in keeping with the experience of other countries under similar circumstances, has deliberately embarked upon a deficit financing program which the administration justifies on the grounds that it will expand the economy, provide increased revenue, and fortify our fiscal position. But the theory of spending our way to solvency is repudiated by the experience of every country that has tried this experiment.

In view of the pressure of expenditures on our impaired margin of safety, it is highly essential that Government waste should be kept to a minimum. Outstanding authorities, both liberal and conservative, have agreed that the Federal budget could be reduced by at least \$5,000,000,000 without impairing any essential services. Public money wasted is parasitical as it robs the welfare plans, the schools, and all other deserving projects of money that could otherwise be made available to them. It would be well for the social agencies, educators, clergymen, and others deeply concerned with the promotion of social welfare to campaign against extravagance and waste of public money, since apparently this country has reached the limit of obtaining any further substantial sums from taxation. In other words, the time has come, if this Nation is to remain solvent, when hard choices must be made on Government expenditures from money provided by the taxpayers.

Any comprehensive social security program must therefore rest on a relatively stable purchasing power of the dollar based on sound fiscal policies and on a dynamic productive economy with adequate incentives for risk-taking and rewards for contributions to the productive output of the country.

Mr. LEHMAN. Mr. President, I shall of course vote for the pending conference report on H. R. 6000. This bill contains many provisions for which I have worked with all my strength and effort throughout this session. No bill which we have enacted at this session of Congress is of greater importance for the long-range welfare of America than these amendments to the Social Security Act. The work of the Senate finance committee and of the House Ways and Means Committee and the long and careful deliberation given this bill in both the Senate and in the other Chamber, have produced legislation which is a far advance on the road we must travel to bring social security and social welfare to our citizens. The committees deserve our admiration and thanks.

But this conference report contains one provision, the so-called Knowland amendment, which the Senate adopted and which was approved in conference which, in my judgment, is one of the most dangerous and unfortunate provisions to be included in any legislation enacted by the Congress this year.

I cannot find it in my heart to delay for a moment the increased pensions for the aged, and the public assistance for the needy and the blind and the children of our country. I must therefore, for my part, accept the Knowland amendment as violently as I disagree

with the wisdom of it. I accept it, however, with a heavy heart.

None of us is so naive as not to realize that a law, in large measure, is what administration makes of it. Under the terms of the Knowland amendment, the unemployment compensation authorities of a State could interpret their unemployment compensation law in a manner wholly at variance from the clear intent of the language of the law. The Secretary of Labor would be powerless to raise any question of whether that administration conforms to the clear intent of the law as enacted by Congress. This is a virtual abandonment by the Congress of its obligation to insure uniformity and consistency of administration of the unemployment insurance provisions of the law.

This provision may be used in many States by those interested in breaking strikes. The whole force of unemployment insurance administration may be brought to bear to threaten men who are unemployed with the penalty of losing their unemployment compensation unless they are willing to scab, to take the jobs of strikers. This is only one of the grave misuses to which this provision could be put.

Mr. President, I wish there were some way—I know some way was sought in the House—to set this provision aside. It was adopted in the Senate in haste. I was the only Senator who protested. It will be regretted at leisure. Nevertheless, I shall vote for the conference report. I hope that the next Congress—or, if it were possible, this Congress—will correct this inequity.

Mr. HOLLAND. Mr. President, the distinguished senior Senator from Georgia has been kind enough to say to me that he plans to prepare a statement in some detail on the coverage proposed for agricultural workers under the provisions of the conference report, and to insert it in the Record tomorrow so that the statement will become a part of the legislative history of the bill. With that understanding I am very happy to accede to a vote on the conference report at this time.

Mr. GEORGE. Mr. President, if there is no further address to be made on the conference report, I hope we may have it agreed to.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

Mr. MAYBANK. Mr. President, will the Senator from New York yield?

Mr. IVES. I yield to the Senator from South Carolina.

Mr. MAYBANK. I demand the regular order. Since the conference report on the social security bill has been agreed to I ask that the Senate return to the consideration of the Federal-aid highway bill which was taken up this morning.

Mr. IVES. Mr. President, I intend to speak on that bill.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to au-

thorize appropriations for continuing the construction of highways, and for other purposes.

Mr. IVES. Mr. President, the Senator from New York is speaking on H. R. 7941, and in particular he is speaking on the amendment which has been offered by the junior Senator from Massachusetts [Mr. Lodge], which substitutes in the Senate bill the apportionment formula, based on population alone, for Federal interstate highway funds, which is contained in the House-passed bill.

The question to be decided is, Which standard of allocation best serves the needs of interstate road development? In the bill before the Senate, contrary to the recommendation of every expert in the field, population as the sole criterion for apportionment has been rejected. Instead of population alone, the pending bill contains a three-way formula based on State area, mileage of rural mail routes, and only incidentally population.

To adopt this allocation formula would be to ignore the accumulated knowledge of men closely acquainted with the problems of highway development and seriously to endanger the success of the entire interstate program.

The Senate bill rejects expert advice and accepts in its place apportionment criteria that bear little relation to the economic realities of interstate highway transport.

The Senate committee formula fails to reflect accurately the interstate highway needs of each State.

The American Association of State Highway Officials, made up of representatives of the 48 State highway departments, announced at its 1949 convention that—

Undoubtedly, funds for interstate-highway development should be made available to each State on the basis of a new formula of population.

But support for the population apportionment criterion is by no means confined to State agencies.

The President of the United States, in his report on the highway needs of the national defense said:

Consideration should be given to the advisability of the authorization of additional Federal appropriations earmarked for expenditure only on the interstate system. * * * Funds so authorized should be apportioned among the States in such proportions as to permit substantially equal progress in the correction of existing deficiencies in all States.

With the President's goal of equal progress in mind, the Commissioner of the Bureau of Public Roads, in his testimony before the Senate committee said that—

The proposal for the apportionment of interstate highway funds on the basis of population is probably as fair and reasonable a formula as can be developed on the basis of all available information.

The Commissioner's opinion is well supported by statistical studies.

Estimates of the amount necessary in each State to build an interstate highway system adequate for national defense and development show that the estimated amounts are most closely approximated by an apportionment formula based on population.

This is seen by comparison of the estimated cost of necessary interstate highway construction—by States—as prepared by the Administrator of the Federal Security Agency with the amounts that the alternative formulas would grant each State.

In 44 of the 48 States, the straight population formula comes closer to estimated need than does the Senate proposal.

It is immediately apparent that the needs of the more populous States are ignored by the Senate committee formula; thus interstate highway development—under the Senate bill—would be seriously hampered in those very areas where the need is greatest.

Mr. President, I ask unanimous consent to have printed at this point in my remarks two tables, designated as exhibit 1. One table shows the estimated needs by States. The other shows how much the alternative formulas would grant to each State.

There being no objection, the tables (exhibit 1) were ordered to be printed in the RECORD, as follows:

(Exhibit I, chart I, not printed in RECORD.)

EXHIBIT I

TABLE 1.—Mileage of the interstate highway system and estimated costs of improvements proposed, by States

State	Mileage of the system, when improved						Estimated total cost of improvements proposed					
	Rural	Percent of total	Urban	Percent of total	Total	Percent of total	Rural	Percent of total	Urban	Percent of total	Total	Percent of total
Alabama.....	826.2	2.46	64.6	1.83	890.8	2.40	\$73,308,050	1.23	\$14,670,200	0.28	\$87,978,250	0.78
Arizona.....	1,123.3	3.34	13.6	.39	1,136.9	3.06	80,579,000	1.35	11,529,000	.22	92,108,000	.82
Arkansas.....	476.5	1.42	41.3	1.17	517.8	1.39	58,732,400	.98	19,536,500	.37	78,268,900	.69
California.....	1,714.2	5.10	186.3	5.29	1,900.5	5.11	552,672,000	9.25	616,755,000	11.65	1,169,427,000	10.38
Colorado.....	627.1	1.86	34.6	.98	661.7	1.73	39,175,883	.66	33,117,640	.62	72,293,523	.64
Connecticut.....	168.3	.49	99.1	2.82	267.4	.71	63,596,000	1.06	155,706,000	2.94	219,302,000	1.95
Delaware.....	22.9	.07	2.6	.07	25.5	.07	25,019,500	.42	24,409,000	.46	49,428,500	.44
Florida.....	1,012.6	3.01	128.6	3.65	1,141.2	3.07	64,137,100	1.06	52,125,400	.98	116,262,500	1.02
Georgia.....	1,027.3	3.05	83.3	2.37	1,110.6	2.99	103,148,750	1.73	72,578,835	1.37	175,727,585	1.56
Idaho.....	608.2	1.81	8.7	.25	616.9	1.66	46,773,000	.78	3,470,000	.07	50,243,000	.45
Illinois.....	1,314.1	3.91	226.8	6.44	1,540.9	4.15	321,188,042	5.38	535,209,461	10.11	856,397,503	7.60
Indiana.....	906.0	2.69	159.4	4.53	1,065.4	2.87	139,233,570	2.33	250,203,840	4.73	389,437,410	3.46
Iowa.....	640.5	1.90	29.7	.84	670.2	1.80	68,935,700	1.15	9,418,000	.18	78,353,700	.70
Kansas.....	672.8	2.00	28.7	.82	701.5	1.89	71,695,390	1.20	18,085,000	.34	89,780,390	.80
Kentucky.....	578.8	1.72	69.6	1.98	648.4	1.74	100,534,698	1.68	81,398,001	1.54	181,932,699	1.61
Louisiana.....	470.7	1.40	126.4	3.59	597.1	1.61	89,065,900	1.49	131,944,000	2.49	221,009,900	1.96
Maine.....	277.8	.83	22.6	.64	300.4	.81	43,740,000	.73	30,431,000	.58	74,171,000	.66
Maryland.....	219.8	.65	45.7	1.20	265.5	.71	140,493,484	2.35	101,784,255	1.92	242,277,739	2.15
Massachusetts.....	176.8	.53	159.0	4.52	335.8	.90	112,783,600	1.89	339,112,509	6.41	451,896,109	4.01
Michigan.....	894.1	2.66	68.4	1.94	962.5	2.59	181,335,450	3.04	235,069,700	4.44	416,399,150	3.70
Minnesota.....	766.9	2.23	83.6	2.37	850.5	2.29	58,995,501	.98	103,115,543	1.95	161,511,044	1.43
Mississippi.....	569.3	1.69	121.7	3.46	691.0	1.88	62,017,800	1.04	26,122,000	.49	88,139,800	.78
Missouri.....	1,032.8	3.07	38.0	1.08	1,070.8	2.85	123,579,990	2.21	101,704,000	1.92	235,283,990	2.09
Montana.....	1,217.4	3.62	26.3	.75	1,243.7	3.35	108,507,450	1.82	8,097,000	.15	116,604,450	1.03
Nebraska.....	453.9	1.35	6.7	.19	460.6	1.24	40,839,000	.68	7,370,000	.14	48,209,000	.43
Nevada.....	526.3	1.56	11.0	.31	537.3	1.45	17,940,300	.30	1,628,000	.03	19,568,300	.17
New Hampshire.....	169.0	.50	32.0	.91	201.0	.55	26,910,000	.45	13,419,000	.25	40,329,000	.36
New Jersey.....	90.3	.27	102.1	2.90	192.4	.52	59,703,300	1.00	344,350,100	6.51	404,053,400	3.59
New Mexico.....	989.7	2.94	22.8	.65	1,012.5	2.72	52,257,000	.87	5,832,700	.11	58,109,700	.52
New York.....	962.3	2.86	72.0	2.04	1,034.3	2.78	643,146,000	10.77	219,193,000	4.14	862,339,000	7.65
North Carolina.....	637.0	1.89	75.7	2.15	712.7	1.92	42,993,000	.72	29,864,000	.56	72,857,000	.65
North Dakota.....	478.8	1.42	19.5	.55	498.3	1.34	29,365,120	.49	15,785,600	.30	45,150,720	.40
Ohio.....	999.8	2.97	216.6	6.15	1,216.4	3.27	396,185,000	6.63	362,406,000	6.85	758,591,000	6.73
Oklahoma.....	734.4	2.18	45.7	1.30	780.1	2.10	136,767,500	2.29	29,650,000	.56	166,417,500	1.48
Oregon.....	675.2	2.01	27.8	.79	703.0	1.89	94,450,000	1.58	23,465,000	.44	117,915,000	1.05
Pennsylvania.....	1,025.9	3.05	331.0	9.40	1,356.9	3.65	523,013,000	8.84	398,566,000	7.53	921,579,000	8.22
Rhode Island.....	23.4	.07	25.2	.72	48.6	.13	6,082,000	.10	79,925,976	1.51	86,007,976	.76
South Carolina.....	604.5	1.80	92.5	2.63	697.0	1.88	39,425,750	.66	80,143,000	1.51	119,568,750	1.06
South Dakota.....	499.5	1.48	15.2	.43	514.7	1.39	40,196,800	.67	4,638,000	.09	44,834,800	.40
Tennessee.....	967.2	2.88	77.7	2.21	1,044.9	2.81	172,634,734	2.89	69,022,782	1.30	241,657,516	2.15
Texas.....	2,573.0	7.65	191.8	5.45	2,764.8	7.44	286,883,400	4.80	149,104,200	2.82	435,987,600	3.87
Utah.....	672.3	2.00	31.8	.90	704.1	1.89	61,208,300	1.03	23,045,000	.44	84,253,300	.75
Vermont.....	311.4	.93	28.4	.81	339.8	.91	47,508,220	.80	6,910,300	.13	54,418,520	.48
Virginia.....	844.6	2.51	57.1	1.62	901.7	2.43	170,536,000	2.86	36,773,000	.69	207,309,000	1.84
Washington.....	521.0	1.55	58.5	1.66	579.5	1.56	118,363,500	1.98	66,096,600	1.25	184,460,100	1.64
West Virginia.....	165.7	.49	46.2	1.31	211.9	.57	94,514,500	1.58	112,095,000	2.12	206,609,500	1.83

TABLE 1.—Mileage of the interstate highway system and estimated costs of improvements proposed, by States—Continued

State	Mileage of the system, when improved						Estimated total cost of improvements proposed					
	Rural	Percent of total	Urban	Percent of total	Total	Percent of total	Rural	Percent of total	Urban	Percent of total	Total	Percent of total
Wisconsin.....	424.4	1.26	24.7	0.70	449.1	1.21	\$75,025,050	1.26	\$52,178,950	0.00	\$127,204,000	1.13
Wyoming.....	949.0	2.82	23.7	.67	972.7	2.62	54,309,750	.91	5,750,910	.11	60,060,660	.53
District of Columbia.....			16.6	.47	16.6	.04			180,670,000	3.41	180,670,000	1.60
National total.....	33,638.0	100.00	3,520.9	100.00	37,158.9	100.00	5,972,936,482	100.00	5,293,435,334	100.00	11,266,371,816	100.00

Mr. IVES. Mr. President, the economics of interstate highway transport also show that the straight population apportionment formula is, by far, the most realistic one.

There is a direct relationship between population and motor vehicle use; and experts agree that the extent of motor vehicle use of roads is the greatest single determining factor in measuring each State's interstate highway needs.

The relation between population and

motor vehicle use is shown equally clearly by two different statistical studies.

First, population and road use can be related by comparing census population figures with road usage as measured by Federal gasoline taxes paid.

The Brookings Institution, in its book American Highway Policy, says:

In final analysis, the gasoline tax may be considered the best device for measuring the dynamic factors of highway occupancy.

Indeed, logic attests to the common sense truthfulness of that statement.

For the amount of gasoline purchased within a State would seem to show—approximately—the number of miles traveled by motor vehicles over that State's roads.

Mr. President, I ask unanimous consent that at this point in my remarks two more tables, designated as exhibit II, be printed in the RECORD.

There being no objection, the tables (exhibit II) were ordered to be printed in the RECORD, as follows:

EXHIBIT II

TABLE 1.—Estimates of the total and civilian population of the United States, by regions, divisions, and States: July 1, 1949

[Total population figures include persons in the Armed Forces stationed in each State and exclude members of the Armed Forces overseas. Estimates are rounded to the nearest thousand without being adjusted to group totals, which are independently rounded. Derived figures are based on the unrounded absolute numbers]

Region, division, and State	Total population				Civilian population			
	July 1, 1949	Apr. 1, 1940 (census)	Increase (+) or decrease (-), 1940 to 1949		July 1, 1949	Apr. 1, 1940	Increase (+) or decrease (-), 1940 to 1949	
			Number	Percent			Number	Percent
United States.....	148,720,000	131,669,275	+17,051,000	+12.9	147,752,000	131,401,985	+16,350,000	+12.4
Regions:								
The Northeastern States.....	39,195,000	35,976,777	+3,218,000	+8.9	39,066,000	35,938,020	+3,128,000	+8.7
The North Central States.....	44,181,000	40,143,332	+4,038,000	+10.1	44,078,000	40,118,881	+3,959,000	+9.9
The South.....	45,558,000	41,665,901	+3,892,000	+9.3	45,065,000	41,521,487	+3,544,000	+8.5
The West.....	19,786,000	13,883,265	+5,903,000	+42.5	19,543,000	13,823,597	+5,720,000	+41.4
The Northeastern States:								
New England.....	9,298,000	8,437,290	+860,000	+10.2	9,259,000	8,423,129	+836,000	+9.9
Middle Atlantic.....	29,897,000	27,539,487	+2,358,000	+8.6	29,807,000	27,514,891	+2,292,000	+8.3
The North Central States:								
East North Central.....	30,139,000	26,626,342	+3,512,000	+13.2	30,072,000	26,609,703	+3,462,000	+13.0
West North Central.....	14,042,000	13,516,990	+525,000	+3.9	14,006,000	13,509,178	+497,000	+3.7
The South:								
South Atlantic.....	19,954,000	17,823,151	+2,131,000	+12.0	19,675,000	17,730,642	+1,945,000	+11.0
East South Central.....	11,177,000	10,778,225	+399,000	+3.7	11,114,000	10,761,311	+352,000	+3.3
West South Central.....	14,427,000	13,064,525	+1,362,000	+10.4	14,276,000	13,029,534	+1,246,000	+9.6
The West:								
Mountain.....	4,802,000	4,150,003	+652,000	+15.7	4,753,000	4,145,454	+607,000	+14.7
Pacific.....	14,984,000	9,733,262	+5,251,000	+53.9	14,791,000	9,678,143	+5,112,000	+52.8
New England:								
Maine.....	909,000	847,226	+62,000	+7.3	907,000	845,153	+61,000	+7.3
New Hampshire.....	544,000	491,524	+53,000	+10.7	540,000	490,626	+50,000	+10.1
Vermont.....	369,000	359,231	+9,000	+2.6	368,000	358,851	+9,000	+2.7
Massachusetts.....	4,713,000	4,316,721	+397,000	+9.2	4,692,000	4,313,799	+378,000	+8.8
Rhode Island.....	743,000	713,346	+29,000	+4.1	737,000	707,846	+29,000	+4.1
Connecticut.....	2,019,000	1,709,242	+310,000	+18.1	2,015,000	1,705,854	+309,000	+18.0
Middle Atlantic:								
New York.....	14,392,000	13,479,142	+913,000	+6.8	14,365,000	13,462,417	+903,000	+6.7
New Jersey.....	4,873,000	4,160,165	+713,000	+17.1	4,824,000	4,156,594	+668,000	+16.1
Pennsylvania.....	10,633,000	9,900,180	+733,000	+7.4	10,618,000	9,895,880	+722,000	+7.3
East North Central:								
Ohio.....	7,989,000	6,907,612	+1,081,000	+15.7	7,980,000	6,905,058	+1,075,000	+15.6
Indiana.....	3,994,000	3,427,796	+567,000	+16.5	3,991,000	3,427,339	+564,000	+16.5
Illinois.....	8,449,000	7,897,241	+552,000	+7.0	8,402,000	7,887,193	+515,000	+6.5
Michigan.....	6,352,000	5,256,106	+1,096,000	+20.8	6,344,000	5,252,879	+1,092,000	+20.8
Wisconsin.....	3,355,000	3,137,587	+217,000	+6.9	3,354,000	3,137,184	+217,000	+6.9
West North Central:								
Minnesota.....	2,977,000	2,792,300	+185,000	+6.6	2,976,000	2,791,928	+184,000	+6.6
Iowa.....	2,643,000	2,538,268	+105,000	+4.1	2,643,000	2,537,596	+105,000	+4.1
Missouri.....	3,935,000	3,784,664	+150,000	+4.0	3,933,000	3,783,748	+149,000	+3.9
North Dakota.....	605,000	641,935	-37,000	-5.7	605,000	641,874	-37,000	-5.7
South Dakota.....	649,000	642,961	+6,000	+0.9	646,000	642,865	+3,000	+0.5
Nebraska.....	1,285,000	1,315,534	-31,000	-2.3	1,282,000	1,314,234	-32,000	-2.5
Kansas.....	1,947,000	1,801,028	+146,000	+8.1	1,921,000	1,796,953	+124,000	+6.9
South Atlantic:								
Delaware.....	311,000	266,505	+44,000	+16.5	310,000	266,123	+44,000	+16.6
Maryland.....	2,175,000	1,821,244	+354,000	+19.4	2,141,000	1,813,022	+328,000	+18.1
District of Columbia.....	870,000	663,091	+207,000	+31.1	840,000	658,018	+182,000	+27.6
Virginia.....	3,102,000	2,677,773	+425,000	+15.9	3,042,000	2,649,572	+392,000	+14.8
West Virginia.....	1,941,000	1,801,974	+139,000	+7.7	1,941,000	1,801,918	+139,000	+7.7
North Carolina.....	3,864,000	3,571,623	+293,000	+8.2	3,813,000	3,566,133	+247,000	+6.9
South Carolina.....	2,001,000	1,898,804	+102,000	+5.3	1,981,000	1,885,826	+95,000	+5.0
Georgia.....	3,196,000	3,123,723	+73,000	+2.3	3,153,000	3,099,159	+54,000	+1.7
Florida.....	2,494,000	1,897,414	+597,000	+31.4	2,456,000	1,890,831	+565,000	+29.9

1 The estimated total population of the United States including armed forces overseas, for July 1, 1949, is 149,215,000.

TABLE 1.—Estimates of the total and civilian population of the United States, by regions, divisions, and States, July 1, 1949—Continued

Region, division, and State	Total population				Civilian population			
	July 1, 1949	Apr. 1, 1940 (census)	Increase (+) or decrease (-), 1940 to 1949		July 1, 1949	Apr. 1, 1940	Increase (+) or decrease (-), 1940 to 1949	
			Number	Percent			Number	Percent
East South Central:								
Kentucky.....	2,893,000	2,845,627	+47,000	+1.7	2,863,000	2,840,881	+22,000	+ .8
Tennessee.....	3,234,000	2,915,841	+318,000	+10.9	3,218,000	2,915,532	+303,000	+10.4
Alabama.....	2,920,000	2,832,961	+87,000	+3.1	2,913,000	2,821,498	+91,000	+3.2
Mississippi.....	2,130,000	2,183,796	-54,000	-2.5	2,121,000	2,183,400	-63,000	-2.9
West South Central:								
Arkansas.....	1,964,000	1,949,387	+14,000	+ .7	1,954,000	1,948,036	+6,000	+ .3
Louisiana.....	2,630,000	2,363,880	+266,000	+11.3	2,620,000	2,359,349	+261,000	+11.1
Oklahoma.....	2,302,000	2,336,434	-35,000	-1.5	2,288,000	2,332,800	-45,000	-1.9
Texas.....	7,532,000	6,414,824	+1,117,000	+17.4	7,413,000	6,389,349	+1,024,000	+16.0
Mountain:								
Montana.....	521,000	559,456	-39,000	-6.9	517,000	559,380	-43,000	-7.6
Idaho.....	592,000	524,873	+67,000	+12.8	590,000	524,873	+65,000	+12.4
Wyoming.....	284,000	250,742	+34,000	+13.4	279,000	249,861	+29,000	+11.8
Colorado.....	1,215,000	1,123,296	+92,000	+8.2	1,199,000	1,121,510	+77,000	+6.9
New Mexico.....	589,000	531,818	+57,000	+10.8	578,000	531,785	+47,000	+8.7
Arizona.....	745,000	499,261	+245,000	+49.1	737,000	497,864	+239,000	+48.0
Utah.....	682,000	550,310	+132,000	+24.0	681,000	550,059	+131,000	+23.7
Nevada.....	174,000	110,247	+64,000	+57.7	172,000	110,122	+62,000	+56.0
Pacific:								
Washington.....	2,582,000	1,736,191	+846,000	+48.7	2,526,000	1,732,313	+793,000	+45.8
Oregon.....	1,736,000	1,089,684	+647,000	+59.3	1,734,000	1,088,460	+646,000	+59.3
California.....	10,665,000	6,907,387	+3,758,000	+54.4	10,531,000	6,857,370	+3,673,000	+53.6

TABLE 2.—Estimated amounts of Federal motor-vehicle taxes paid by highway users, 1948¹

[Thousands of dollars]

State	Excise taxes							Total excise taxes
	Gasoline	Lubricat- ing oil	Motor vehicles and parts				Total	
			Automot- hiles and motor- cycles	Trucks, busses, and trailers	Parts and acces- sories	Tires and tubes		
Alabama.....	6,153	513	3,174	2,851	1,766	2,212	16,003	16,669
Arizona.....	2,739	228	1,020	772	786	985	3,563	6,530
Arkansas.....	4,200	350	1,674	2,338	1,205	1,509	6,726	11,276
California.....	40,486	3,374	21,369	8,181	11,621	14,551	55,722	99,582
Colorado.....	4,371	364	2,194	1,570	1,255	1,571	6,590	11,325
Connecticut.....	6,039	503	3,984	1,266	1,733	2,170	9,153	15,695
Delaware.....	1,062	88	785	414	305	382	1,886	3,036
Florida.....	8,281	690	4,219	2,500	2,377	2,976	12,072	21,043
Georgia.....	8,201	683	4,687	3,605	2,354	2,947	13,593	22,477
Idaho.....	2,156	180	1,143	1,055	619	775	3,592	5,928
Illinois.....	25,101	2,092	18,937	6,729	7,205	9,021	41,892	69,085
Indiana.....	13,006	1,084	7,939	3,476	3,733	4,674	19,822	33,912
Iowa.....	8,900	742	5,412	3,369	2,555	3,199	14,535	24,177
Kansas.....	6,420	535	3,844	2,843	1,843	2,307	10,837	17,792
Kentucky.....	6,580	548	3,382	2,834	1,888	2,365	10,469	17,597
Louisiana.....	5,781	482	3,527	2,053	1,659	2,078	9,317	15,580
Maine.....	2,771	231	1,358	958	795	996	4,107	7,109
Maryland.....	5,695	475	4,142	1,666	1,635	2,047	9,320	15,690
Massachusetts.....	11,514	960	8,026	2,285	3,305	4,138	17,754	30,228
Michigan.....	20,578	1,714	19,692	5,057	5,907	7,396	38,052	69,344
Minnesota.....	9,215	768	6,027	3,067	2,645	3,312	15,051	25,034
Mississippi.....	4,763	397	2,217	2,313	1,367	1,712	7,609	12,769
Missouri.....	12,642	1,053	7,322	4,040	3,629	4,543	19,534	33,229
Montana.....	2,120	177	1,414	1,336	608	762	4,120	6,417
Nebraska.....	4,832	403	2,766	2,130	1,387	1,737	8,020	13,255
Nevada.....	877	73	395	211	252	315	1,173	2,123
New Hampshire.....	1,605	134	827	491	461	577	2,356	4,095
New Jersey.....	14,416	1,201	9,180	3,223	4,138	5,181	21,722	37,339
New Mexico.....	2,411	201	855	777	692	866	3,190	5,802
New York.....	29,995	2,500	26,554	7,981	8,610	10,780	53,925	86,420
North Carolina.....	10,009	834	4,677	3,586	2,873	3,597	14,733	25,576
North Dakota.....	1,812	151	1,049	1,059	520	651	3,279	5,242
Ohio.....	25,203	2,100	17,290	6,104	7,234	9,058	39,686	66,989
Oklahoma.....	6,591	549	3,528	2,881	1,892	2,369	10,670	17,810
Oregon.....	5,916	493	3,113	1,989	1,698	2,126	8,926	15,335
Pennsylvania.....	26,082	2,173	20,235	7,703	7,486	9,374	44,798	73,053
Rhode Island.....	2,029	169	1,556	588	583	729	3,456	5,654
South Carolina.....	4,879	407	2,402	1,602	1,400	1,754	7,158	12,444
South Dakota.....	2,341	195	1,126	1,006	672	842	3,646	6,182
Tennessee.....	7,573	631	4,721	3,420	2,173	12,722	13,036	21,240
Texas.....	26,384	2,199	13,218	8,658	7,573	9,482	38,931	67,514
Utah.....	2,306	192	1,089	763	662	829	3,343	5,841
Vermont.....	1,225	102	706	549	352	440	2,047	3,374
Virginia.....	8,794	733	5,771	3,007	2,524	3,160	14,462	23,989
Washington.....	7,802	650	4,248	2,308	2,240	2,804	11,600	20,052
West Virginia.....	4,567	381	1,970	1,544	1,311	1,642	6,467	11,415
Wisconsin.....	10,524	877	6,612	2,991	3,021	3,782	16,406	27,807
Wyoming.....	1,357	116	688	620	398	499	2,205	3,708
District of Columbia.....	2,354	196	1,984	510	676	846	4,016	6,566
Continental United States.....	430,638	35,891	274,048	132,309	123,623	154,790	684,770	1,151,349
Alaska.....	113	9	146	164	32	41	383	505
Hawaii.....	977	82	534	291	281	351	1,457	2,516
Total.....	431,778	35,982	274,728	132,764	123,936	155,182	686,610	1,154,370

¹ Both the highway-user portion of total taxes paid and the distribution by States were estimated by the Bureau of Public Roads, based on U. S. Bureau of Internal Revenue collections. Amounts paid on U. S. Government purchases, as estimated by the Bureau of Public Roads, have been excluded.

Mr. IVES. Mr. President, one table, prepared by the United States Bureau of the Census, shows the estimated population by States as of July 1949. In this connection, Mr. President, I will say that I did not endeavor to obtain the estimated figures for the year 1950, because they are not final, and not official, and the figures themselves were approximately the same as those estimated for 1949. The other table, prepared by the Bureau of Public Roads, shows the amount of highway user—or gasoline taxes—paid by each State during the same year.

Accepting gasoline tax receipts as the best available measure of motor vehicle use, examination of the two tables shows a direct relationship between population and motor vehicle mileage.

The State of New York, for example, pays over 7 percent of the tax and has a little under 9 percent of the national population.

About the same percentage relationship between tax and population is found in all the States.

The second method for establishing the relationship between population and motor vehicle use is comparison of census population figures with registration

figures of automobiles, trucks, and buses in each State. Again an equally clear picture is established.

The number of registered vehicles varies consistently with population.

These two tables, prepared by the Department of Commerce, show vehicle registrations.

At this point in my remarks I ask unanimous consent to have printed as exhibit III the two tables to which I have just referred.

There being no objection, the tables (exhibit III) were ordered to be printed in the RECORD, as follows:

EXHIBIT III

TABLE 1.—State motor-vehicle registrations, 1948

[Compiled for calendar year from reports of State authorities]¹

State	Motor vehicles								Trailers and semitrailers				Motorcycles				Comparison of registrations of private and commercial motor vehicles, 1947-48		
	Private and commercial				Publicly owned				Total	Publicly owned			Total	Publicly owned		Total 1947 registrations	Increase 1948	Percent increase	
	Total	Automobiles (including taxicabs)	Busses ²	Trucks and tractor trucks ³	Total	Federal ⁴	State, county, and municipal ⁵	Private and commercial ⁶		Federal ⁷	State, county, and municipal	Private and commercial		Federal ⁷	State, county, and municipal				
Ala.	541,993	533,074	391,704	3,859	137,511	8,919	1,496	7,423	9,153	9,014	34	105	8,720	8,620	100	483,990	49,084	10.1	
Ariz.	216,702	210,997	161,547	813	48,637	5,705	2,477	3,228	20,045	19,765	16	264	3,600	3,545	55	186,044	24,953	13.4	
Ark.	389,410	382,433	256,527	1,276	124,630	6,977	905	6,072	26,561	26,258	5	298	3,318	3,279	39	352,858	29,575	8.4	
Calif.	3,798,813	3,748,307	3,194,226	6,801	547,280	50,506	6,200	44,306	363,594	360,496	48	3,050	62,898	60,653	4	2,241	3,478,500	263,807	7.8
Colo.	469,545	462,336	354,748	1,349	106,239	7,209	2,234	4,975	17,268	17,113	30	125	4,952	4,890	2	60	422,925	39,411	9.3
Conn.	632,053	625,479	536,867	2,737	85,875	6,574	385	6,189	19,138	18,704	434	434	4,315	4,210	105	589,651	35,828	6.1	
Dcl.	88,316	87,056	68,240	512	18,304	1,280	117	1,143	3,555	3,446	2	107	768	768	85	79,502	7,554	9.5	
Fla.	782,435	770,935	616,432	2,837	151,666	11,500	1,406	10,094	70,145	69,599	14	532	15,843	15,550	293	693,071	77,864	11.2	
Ga.	716,287	707,817	540,984	3,641	163,192	8,470	1,891	6,579	27,078	26,938	7	133	9,455	9,221	234	648,535	50,282	9.1	
Idaho.	221,983	217,569	156,979	258	60,332	4,414	1,587	2,827	35,381	35,129	21	231	3,236	3,223	13	191,365	26,204	13.7	
Ill.	2,222,953	2,205,066	1,899,305	3,143	302,618	17,887	2,413	15,474	56,161	55,803	5	353	30,363	29,818	345	2,030,001	175,065	8.6	
Ind.	1,304,824	1,295,457	1,059,447	8,530	227,480	9,367	770	8,597	134,029	133,711	4	314	15,501	15,201	300	1,151,157	144,300	12.5	
Iowa	897,755	887,198	734,281	1,222	151,695	10,557	544	10,013	135,397	134,593	1	803	11,244	11,172	72	816,785	70,413	8.6	
Kans.	758,149	749,765	570,705	601	178,459	8,384	701	7,683	16,421	16,415	6	19	9,430	9,420	69	697,217	52,548	7.5	
Ky.	616,400	608,822	468,901	3,194	136,727	7,578	732	6,846	19	(*)	19	7	7,941	7,941	120	549,697	59,125	10.8	
La.	518,601	512,589	390,663	3,471	118,455	6,012	1,028	4,984	29,393	29,178	7	208	7,025	6,955	1	69	466,656	45,933	9.8
Maine.	251,870	248,717	187,132	647	60,988	3,153	346	2,807	17,974	17,651	15	323	2,982	2,862	45	240,430	8,257	3.4	
Md.	574,005	569,082	469,500	4,188	95,394	4,923	1,102	3,761	15,336	15,336	3	120	7,815	7,770	120	539,597	29,455	5.5	
Mass.	1,111,359	1,098,733	943,329	5,724	149,740	12,566	1,335	11,231	46,420	46,417	3	17	6,884	6,884	123	1,037,643	61,150	5.9	
Mich.	2,005,949	1,979,329	1,741,613	4,200	233,516	26,620	1,237	25,383	227,748	227,746	2	16,977	16,977	16,977	446	1,799,578	179,751	10.0	
Minn.	977,474	968,478	798,144	2,466	167,868	8,996	1,194	7,802	109,890	109,443	17	430	12,007	11,884	123	875,042	93,436	10.7	
Miss.	397,723	390,974	263,239	2,354	125,381	6,749	1,101	5,648	18,635	18,546	24	65	2,890	2,889	1	352,115	38,859	11.0	
Mo.	1,112,229	1,104,130	876,882	4,640	222,668	8,099	1,433	6,566	79,426	79,334	2	90	8,479	8,476	2	1,039,149	64,961	6.3	
Mont.	221,222	215,793	145,800	834	69,159	5,429	2,358	3,071	6,317	6,148	9	160	1,372	1,368	4	193,383	22,410	11.6	
Nehr.	509,666	503,815	394,306	894	108,615	5,851	928	4,923	61,973	61,689	11	273	5,641	5,581	60	466,847	36,968	7.9	
Nev.	63,223	60,999	47,328	246	13,425	2,224	793	1,431	4,494	4,403	30	61	570	554	16	56,952	4,047	7.1	
N. H.	160,487	156,975	119,611	585	36,779	3,512	207	3,305	9,535	9,450	15	85	2,255	2,255	446	150,271	6,704	4.5	
N. J.	1,331,916	1,317,719	1,112,470	5,989	199,260	14,197	926	13,271	23,999	23,984	25	33	2,276	2,272	4	1,155,487	18,131	11.7	
N. Mex.	178,258	173,618	126,458	1,722	45,438	4,640	2,854	1,786	5,544	5,486	15	33	2,276	2,272	4	1,155,487	18,131	11.7	
N. Y.	3,195,072	3,155,891	2,721,884	11,249	422,758	39,181	3,640	35,541	106,707	105,202	11	1,352	15,123	15,003	120	2,889,209	266,682	9.2	
N. C.	848,357	831,706	659,725	2,941	169,040	16,651	1,099	15,552	74,330	73,017	11	1,352	15,123	15,003	120	766,234	65,472	8.5	
N. Dak.	235,743	233,544	162,796	250	70,498	2,199	737	1,462	1,896	1,896	10	1,582	27,837	27,479	3	213,308	20,236	9.5	
Ohio.	2,423,264	2,396,548	2,096,623	3,629	296,296	26,716	1,841	24,875	192,318	190,726	20	233	7,477	7,477	3	2,293,022	157,346	7.0	
Okl.	683,465	673,240	508,318	1,981	162,941	10,225	1,295	8,980	12,267	12,014	30	374	7,122	7,116	6	611,076	62,164	10.2	
Oreg.	574,331	564,777	448,545	1,496	114,736	9,554	2,004	7,550	20,791	20,387	20	374	7,122	7,116	6	522,500	42,277	8.1	
Pa.	2,570,792	2,542,632	2,131,326	9,112	402,194	28,160	2,040	26,120	80,823	79,782	3	1,036	31,407	30,888	3	2,366,686	175,916	7.4	
R. I.	224,244	222,049	190,452	713	30,884	2,195	135	2,060	3,771	3,732	3	36	2,082	1,999	83	207,592	14,457	7.0	
S. C.	484,579	476,542	381,152	2,389	93,001	8,037	752	7,285	8,322	8,315	7	104	2,329	2,304	25	449,819	26,723	5.9	
S. Dak.	249,659	246,421	185,953	305	60,163	3,238	1,182	2,056	32,789	32,638	9	142	9,625	9,594	31	218,906	27,515	12.6	
Tenn.	672,522	660,340	518,604	2,716	139,029	12,182	4,827	7,355	104	(*)	104	37	903	29,791	29,411	368	600,882	59,458	9.9
Tex.	2,301,638	2,271,970	1,774,498	6,397	492,075	29,668	4,071	25,597	111,404	110,464	35	27	1,844	1,804	40	2,023,501	248,469	12.3	
Utah	208,908	205,113	164,538	585	39,990	3,795	1,181	2,614	1,617	1,555	3	108	1,108	1,108	147	184,740	20,373	11.0	
Vt.	111,603	110,673	85,407	445	14,821	930	214	716	5,561	5,558	3	108	1,108	1,108	147	107,469	3,204	3.0	
Va.	769,010	758,297	610,301	2,994	145,002	10,713	1,668	9,045	32,351	32,113	53	225	12,448	12,291	10	700,691	57,606	8.2	
Wash.	791,226	771,728	623,913	1,457	146,318	19,498	6,559	12,939	58,497	58,024	13	420	7,653	7,421	2	711,684	60,144	8.5	
W. Va.	406,147	399,491	302,356	1,624	95,511	6,656	473	6,183	9,972	9,864	1	107	5,958	5,940	18	349,299	50,192	14.4	
Wis.	1,042,035	1,028,150	829,100	2,547	196,503	13,885	929	12,956	13,071	12,664	5	143	1,109	1,109	112	976,937	51,213	5.2	
Wyo.	115,943	112,820	82,431	744	29,645	3,123	1,301	1,822	13,508	13,360	6	147	1,009	1,009	51	99,613	13,207	13.3	
D. C.	171,188	167,010	146,164	2,083	18,763	4,178	1,594	2,584	1,654	1,501	6	147	1,009	1,009	51	156,133	10,877	7.0	
Total.....	41,151,326	40,622,264	33,261,454	133,430	7,227,380	529,062	78,412	450,650	2,372,567	2,354,602	734	17,231	492,165	483,591	101	8,473,373	360,463	3,261,801	8.7

¹ Registration periods ending not earlier than Nov. 30 and not later than Jan. 31 are considered calendar-year periods. In those States where the registration period is definitely removed from the calendar year, registration figures are given for the 12 consecutive months of the calendar year.

² For States that did not segregate buses from other vehicles, the segregation has been approximated from other data available, for detail of bus registrations, see table MV-10, to be published later.

³ For detail of truck and tractor-truck registration, see table MV-9, to be published later.

⁴ Does not include vehicles owned by the military services, or by the Maritime Commission. For classification of Federal vehicles, see table MV-7.

⁵ For States that did not segregate State, county, and municipal motor vehicles, the segregation has been approximated from other data available. For classification of State, county, and municipal vehicles, see table MV-7.

⁶ Figures for trailers and semitrailers are given as reported by the States in most

EXHIBIT III

TABLE 2.—Motor-vehicle operators and chauffeurs licenses, 1948—Compiled for calendar year from reports of State authorities ¹

State	Licenses issued during 1948					Estimated total licenses in force during 1948 ³	Private and commercial motor vehicles registered in 1948	Licensed operators per registered motor vehicle
	Learners' permits	Operators licenses		Chauffeurs licenses ²				
		Period for which issued	Number is- sued during 1948	Period for which issued	Number issued during 1948			
Alabama.....		2 years.....	112,493	1 year.....	Not required	775,356	533,074	1.45
Arizona.....		Indefinite.....	50,132	1 year.....	29,441	276,307	210,997	1.31
Arkansas.....		1 year.....	510,435	do.....	19,603	530,038	382,433	1.39
California.....		4 years.....	1,118,573	4 years.....	98,386	4,970,111	3,748,307	1.33
Colorado.....		3 years.....	275,293	1 year.....	48,332	639,332	462,336	1.38
Connecticut.....		1 year.....	765,718	do.....	8,385	*765,718	625,479	1.22
Delaware.....	11,830	(⁴).....	69,118	(⁴).....	22,465	117,887	87,056	1.35
Florida.....		1 year.....	956,913	1 year.....	183,715	1,152,628	770,935	1.50
Georgia.....	14,096	(⁴).....	894,209	(⁴).....	95,576	1,029,845	707,817	1.45
Idaho.....		2 years.....	115,541	2 years.....	17,842	339,882	217,569	1.56
Illinois.....		3 years.....	1,996,414	1 year.....	232,637	3,105,045	2,205,066	1.41
Indiana.....	48,228	2 years.....	1,301,962	2 years.....	203,657	1,895,665	1,295,457	1.46
Iowa.....		do.....	182,358	1 year.....	111,936	1,320,788	887,198	1.49
Kansas.....		do.....	131,852	2 years.....	29,030	1,094,444	749,765	1.46
Kentucky.....		1 year.....	812,541	1 year.....	29,731	*812,541	608,822	1.33
Louisiana.....		2 years.....	69,100	do.....	56,398	708,418	512,589	1.38
Maine.....	19,897	1 year.....	317,533	Not required		317,533	248,717	1.28
Maryland.....	103,523	Indefinite.....	56,084	2 years.....	51,527	*705,700	569,082	1.24
Massachusetts.....		1 year.....	1,565,371	1 year.....	8,433	*1,565,371	1,098,793	1.42
Michigan.....		3 years.....	765,488	do.....	178,473	2,796,003	1,979,329	1.41
Minnesota.....		4 years.....	602,074	do.....	131,330	1,713,142	968,478	1.77
Mississippi.....		1 year.....	*458,980	do.....	*476,912	476,912	390,974	1.22
Missouri.....		2 years ⁷	425,884	do.....	85,535	1,446,050	1,104,130	1.31
Montana.....		1 year.....	259,268	do.....	(⁸)	259,268	215,793	1.20
Nehraska.....		2 years.....	68,295	Not required		707,820	503,815	1.40
Nevada.....		do.....	12,258	1 year.....	6,913	79,423*	60,999	1.30
New Hampshire.....		1 year.....	110,139	do.....	85,700	195,839	156,975	1.25
New Jersey.....	257,873	do.....	1,668,499	Not required		1,668,499	1,317,719	1.27
New Mexico.....		(⁹).....	150,337	(⁹).....	33,459	183,796	173,618	1.06
New York.....		(¹⁰).....	813,034	(¹⁰).....	246,299	4,833,523	3,155,891	1.53
North Carolina.....		4 years.....	301,276	1 year.....	40,228	1,123,928	831,706	1.35
North Dakota.....		2 years.....	37,573	Not required		280,276	233,544	1.20
Ohio.....	382,246	1 year.....	2,844,984	1 year.....	291,396	3,136,380	2,396,548	1.31
Oklahoma.....		2 years.....	335,843	2 years.....	47,944	772,307	673,240	1.15
Oregon.....	20,780	do.....	328,480	1 year.....	49,761	*700,323	564,777	1.24
Pennsylvania.....	340,969	1 year.....	3,323,137	Not required		3,323,137	2,542,632	1.31
Rhode Island.....	16,185	do.....	288,168	1 year.....	3,283	*288,168	222,049	1.30
South Carolina.....		4 years.....	68,926	do.....	4,083	685,986	476,542	1.44
South Dakota.....		Not required		Not required		298,400	246,421	1.21
Tennessee.....	5,490	2 years.....	85,318	2 years.....	3,508	924,086	660,340	1.40
Texas.....		do.....	1,246,230	do.....	437,359	2,773,357	2,271,970	1.22
Utah.....		3 years.....	(¹¹)	3 years.....	276,400	276,400	205,113	1.35
Vermont.....		1 year.....	138,352	Not required		138,352	110,673	1.25
Virginia.....		3 years.....	585,293	1 year.....	50,121	970,900	758,297	1.28
Washington.....		2 years.....	132,400	Not required		1,067,400	771,728	1.38
West Virginia.....	92,929	4 years.....	253,778	1 year.....	55,332	716,626	399,491	1.79
Wisconsin.....		do.....	455,381	Not required		1,618,608	1,028,150	1.57
Wyoming.....		3 years.....	28,431	3 years.....	2,458	165,838	112,820	1.47
District of Columbia.....	17,894	do.....	95,840	Not required		295,305	167,010	1.77
Total.....						56,038,661	40,622,264	1.38

¹ Complete data for all States were not available.² Includes public service and other special licenses that are issued to operators of vehicles for hire.³ Estimated by the Bureau of Public Roads from data reported by the States for current and previous years. No allowance was made for deaths, emigrations, or revocations. Chauffeurs' licenses have not been added to operators' licenses in the States that require an operator's license in addition to the chauffeur's license. Such States are indicated with an asterisk (*). (The figure for South Dakota is an estimate by the Bureau of Public Roads of the number of motor-vehicle operators in that State.)⁴ Licenses are issued for a 1-year period but drivers meeting certain requirements and having a motor-vehicle operation record showing no previous arrest or conviction may obtain licenses for an indefinite period. Licenses were issued as follows:

	1 year	Indefinite	Total
Operators.....	66,732	2,386	69,118
Chauffeurs.....	21,957	508	22,465

⁵ Operators' and chauffeurs' licenses are issued for a 1-year or 5-year period at the option of the applicant. Licenses were issued as follows:

	1 year	5 years	Total
Operators.....	881,718	12,491	894,209
Chauffeurs.....	95,420	156	95,576

⁶ Mississippi reported an unsegregated total of 476,912 operators' and chauffeurs' licenses. The segregation given here was estimated by the Bureau of Public Roads.⁷ Includes 33,697 registered operators licensed for a 1-year period. These are required for persons whose employment requires the operation of motor vehicles other than their own but whose principal occupation is not the operation of such vehicles.⁸ Chauffeurs' licenses are included with operators' licenses.⁹ Licenses are issued for a 1-year, 2-year, or 3-year period at the option of the applicant. Licenses were issued as follows:

	1 year	2 years	3 years	Total
Operators.....	109,883	20,888	19,566	150,337
Chauffeurs.....	27,891	4,015	1,553	33,459

¹⁰ Some of these licenses were for a 1-year period and some for a 3-year period, at the option of the applicant. Licenses were issued as follows:

	1 year	3 years	Total
Operators.....	16,271	796,763	813,034
Chauffeurs.....	493	245,806	246,299

¹¹ The amount received from operators' and chauffeurs' licenses was \$46,677, but no segregation between operators and chauffeurs was available, either in amounts or numbers.

Mr. IVES. Mr. President, thus, it is apparent that motor vehicle use of highways is proportional to population; the greater the population of a State, the greater the number of miles of traffic that burden its roads.

Since the figures indicate that population is in proportion to traffic density, the basic desirability of straight population apportionment can be shown by relating traffic burden to the estimated

cost, per State, of interstate highway development.

There are estimates prepared by the President's Committee on Highway Needs of how much spending will be required—in each State—to build the interstate highways our defense chiefs say are necessary.

When these estimates, by States, are compared to the traffic burden within each State's boundaries, the relationship becomes apparent.

Those States with heavier traffic uniformly require greater expenditures to build the projected system.

This can be shown by a comparison of the two tables for all the 48 States, which I now ask to have printed in the RECORD at this point, as exhibit IV.

There being no objection, the tables (exhibit IV) were ordered to be printed in the RECORD, as follows:

EXHIBIT IV

TABLE 1.—Mileage of the interstate highway system and estimated costs of improvements proposed, by States

State	Mileage of the system, when improved						Estimated total cost of improvements proposed					
	Rural	Percent of total	Urban	Percent of total	Total	Percent of total	Rural	Percent of total	Urban	Percent of total	Total	Percent of total
Alabama	826.2	2.46	64.6	1.83	890.8	2.40	\$73,306,050	1.23	\$14,670,200	0.28	\$87,976,250	0.78
Arizona	1,123.3	3.34	13.6	.39	1,136.9	3.05	80,579,650	1.35	11,529,000	.22	92,108,650	.82
Arkansas	476.5	1.42	41.3	1.17	517.8	1.39	55,752,400	.98	19,525,800	.37	75,278,200	.69
California	1,714.2	5.10	156.3	5.29	1,900.5	5.11	552,672,060	9.25	616,755,600	11.65	1,169,427,660	10.38
Colorado	627.1	1.86	34.6	.98	661.7	1.78	39,175,883	.66	33,117,640	.62	72,293,523	.64
Connecticut	163.3	.49	99.1	2.82	262.4	.71	63,593,000	1.06	155,705,000	2.94	219,302,000	1.95
Delaware	22.9	.07	2.6	.07	25.5	.07	25,019,500	.42	24,409,000	.46	49,428,500	.44
Florida	1,012.6	3.01	128.6	3.65	1,141.2	3.07	63,137,100	1.06	52,125,400	.98	115,262,500	1.02
Georgia	1,027.3	3.05	83.3	2.37	1,110.6	2.99	103,148,750	1.73	72,578,535	1.37	175,727,285	1.56
Idaho	608.2	1.81	8.7	.25	616.9	1.66	46,773,000	.78	3,470,600	.07	50,243,600	.45
Illinois	1,314.1	3.91	226.8	6.44	1,540.9	4.15	321,168,042	5.38	535,209,461	10.11	856,377,503	7.60
Indiana	906.0	2.69	159.4	4.53	1,065.4	2.87	139,233,770	2.33	250,203,840	4.73	389,437,610	3.46
Iowa	640.5	1.90	29.7	.84	670.2	1.80	65,635,700	1.15	9,413,000	.18	75,048,700	.70
Kansas	672.8	2.00	28.7	.82	701.5	1.89	71,698,370	1.20	18,085,000	.34	89,783,370	.80
Kentucky	578.8	1.72	69.6	1.98	648.4	1.74	101,534,668	1.68	81,398,601	1.54	182,933,269	1.61
Louisiana	470.7	1.40	126.4	3.59	597.1	1.61	89,065,900	1.49	31,944,000	2.49	120,999,900	1.96
Maine	277.8	.83	22.6	.64	300.4	.81	43,740,000	.73	30,431,000	.58	74,171,000	.66
Maryland	219.8	.65	45.0	1.50	264.8	.70	140,492,654	2.35	101,784,255	1.92	242,276,909	2.15
Massachusetts	176.8	.53	159.0	4.52	335.8	.90	112,738,650	1.89	379,112,530	6.41	491,851,180	4.01
Michigan	894.1	2.66	68.4	2.37	962.5	2.59	181,335,501	.98	235,063,700	4.44	416,399,201	3.70
Minnesota	766.9	2.28	83.6	2.37	850.5	2.29	58,355,501	.98	103,115,543	1.95	161,511,044	1.43
Mississippi	569.3	1.69	121.7	3.46	691.0	1.86	62,017,809	1.04	26,122,070	.49	88,139,879	.78
Missouri	1,032.8	3.07	38.0	1.08	1,070.8	2.88	135,579,960	2.24	101,707,000	1.92	237,286,960	2.09
Montana	1,217.4	3.62	26.3	.75	1,243.7	3.35	108,507,750	1.82	8,097,600	.15	116,605,350	1.03
Nebraska	453.9	1.35	6.7	.19	460.6	1.24	40,879,000	.68	7,370,600	.14	48,249,600	.43
Nevada	526.3	1.56	11.0	.31	537.3	1.45	17,940,700	.30	1,628,000	.03	19,568,700	.17
New Hampshire	169.0	.50	32.0	.91	201.0	.55	26,910,000	.45	13,419,000	.25	40,329,000	.36
New Jersey	90.3	.27	102.1	2.90	192.4	.52	59,703,300	1.00	344,350,100	6.51	404,053,400	3.59
New Mexico	969.7	2.94	22.8	.65	1,012.5	2.72	52,257,000	.87	5,852,700	.11	58,109,700	.52
New York	962.3	2.86	72.0	2.04	1,034.3	2.75	643,145,600	10.77	219,135,000	4.14	862,280,600	7.65
North Carolina	637.0	1.89	7.2	.21	644.2	1.92	42,993,000	.72	29,864,000	.53	72,857,000	.65
North Dakota	478.8	1.42	19.5	.55	498.3	1.34	29,355,120	.49	15,785,600	.30	45,140,720	.40
Ohio	999.8	2.97	216.6	6.15	1,216.4	3.27	396,185,000	6.63	362,407,000	6.85	758,592,000	6.73
Oklahoma	734.4	2.18	45.7	1.30	780.1	2.10	136,767,500	2.29	29,650,000	.53	166,417,500	1.48
Oregon	675.2	2.01	27.8	.79	703.0	1.89	94,450,000	1.58	23,455,000	.44	117,905,000	1.05
Pennsylvania	1,025.9	3.05	331.0	9.40	1,356.9	3.65	528,073,000	8.84	398,596,000	7.53	926,669,000	8.22
Rhode Island	23.4	.07	25.2	.72	48.6	.13	6,082,000	.10	79,925,976	1.51	86,007,976	.76
South Carolina	604.5	1.80	92.5	2.62	697.0	1.88	39,425,750	.66	80,143,000	1.51	119,568,750	1.06
South Dakota	499.5	1.48	15.2	.43	514.7	1.39	40,109,800	.67	4,638,000	.09	44,747,800	.40
Tennessee	967.2	2.88	77.7	2.21	1,044.9	2.81	172,634,734	2.89	69,022,782	1.30	241,657,516	2.15
Texas	2,673.0	7.65	191.8	5.45	2,864.8	7.44	286,883,400	4.80	149,104,200	2.82	435,987,600	3.87
Utah	672.3	2.00	31.8	.90	704.1	1.89	61,208,300	1.03	23,445,000	.44	84,653,300	.75
Vermont	311.4	.93	28.4	.81	339.8	.91	47,508,220	.80	6,910,300	.13	54,418,520	.48
Virginia	844.6	2.51	57.1	1.62	901.7	2.43	170,536,000	2.86	36,773,060	.69	207,309,060	1.84
Washington	521.0	1.55	58.5	1.66	579.5	1.56	118,363,500	1.98	66,096,600	1.25	184,460,100	1.64
West Virginia	165.7	.49	46.2	1.31	211.9	.57	94,514,500	1.58	112,095,000	2.12	206,609,500	1.83
Wisconsin	424.4	1.26	24.7	.70	449.1	1.21	75,025,050	1.26	52,178,950	.99	127,204,000	1.13
Wyoming	949.0	2.82	23.7	.67	972.7	2.62	54,309,750	.91	5,759,910	.11	60,069,660	.53
District of Columbia			16.6	.47	16.6	.04			180,670,000	3.41	180,670,000	1.60
National total	33,638.0	100.00	3,520.9	100.00	37,158.9	100.00	5,972,936,482	100.00	5,293,435,334	100.00	11,266,371,816	100.00

TABLE 2.—Highway use of motor fuel, by months, in 1948¹

[Thousands of gallons]

State	January	February	March	April	May	June	July	August	September	October	November	December	Total	Percent of total
Alabama	34,274	31,855	37,636	37,377	35,627	33,419	36,753	37,183	37,883	38,985	37,069	40,048	438,112	2.1
Arizona	15,565	15,908	16,017	15,391	15,918	17,064	16,064	16,178	15,897	15,629	17,271	19,372	196,274	1.0
Arkansas	22,015	18,403	23,486	24,435	23,773	23,836	26,079	25,949	28,266	28,241	26,375	28,360	299,218	1.5
California	207,202	221,194	234,162	228,321	230,847	253,751	260,236	247,795	240,280	223,119	251,422	254,178	2,852,507	13.9
Colorado	20,178	19,567	23,429	26,472	24,321	27,918	32,560	33,560	26,970	25,291	24,385	24,960	309,611	1.5
Connecticut	29,379	27,626	31,869	34,107	35,898	37,928	41,466	40,476	37,849	36,887	35,425	36,513	425,423	2.1
Delaware	5,241	4,694	6,091	6,330	6,352	6,612	7,387	6,909	6,583	6,247	6,152	6,214	74,812	.4
Florida	52,889	51,172	55,987	50,963	47,231	46,009	46,180	45,017	43,046	46,073	49,645	55,996	590,208	2.9
Georgia	46,212	42,941	49,797	49,882	46,639	44,649	48,041	49,310	49,012	51,049	49,820	51,696	579,048	2.8
Idaho	9,268	9,028	11,938	12,708	13,249	13,855	14,657	15,827	16,518	13,986	12,464	10,525	154,023	.8
Illinois	114,637	105,229	143,107	161,903	166,093	164,465	161,622	154,013	154,903	157,150	141,121	137,177	1,761,420	8.6
Indiana	63,969	63,937	73,265	76,752	82,928	78,219	80,126	85,023	81,964	78,379	73,485	74,384	912,431	4.5
Iowa	34,819	45,541	53,850	68,207	60,857	55,865	52,543	52,242	55,202	59,860	47,128	41,617	627,731	3.1
Kansas	39,040	33,005	34,082	36,985	37,722	43,929	39,388	39,046	40,884	37,862	37,683	35,684	455,310	2.2
Kentucky	34,143	30,100	36,691	40,029	40,390	40,913	40,712	42,177	40,212	40,320	39,357	40,081	465,125	2.3
Louisiana	30,063	26,393	35,081	34,683	33,492	33,712	34,333	34,149	37,365	37,467	35,457	37,572	409,767	2.0
Maine	12,542	11,689	13,478	14,313	16,247	18,087	21,282	21,562	18,200	17,078	15,452	15,188	195,118	1.0
Maryland	29,091	25,912	32,811	34,288	36,859	34,125	36,220	34,905	35,288	34,999	33,840	34,496	402,834	2.0
Massachusetts	54,402	52,720	61,705	65,364	67,806	73,193	80,513	76,553	72,803	69,030	65,413	69,058	808,570	4.0
Michigan	106,678	99,110	109,134	124,377	122,815	130,526	135,566	136,457	125,798	122,178	122,616	125,687	1,460,942	7.1

Footnote at end of table.

TABLE 2.—Highway use of motor fuel, by months, in 1948—Continued

(Thousands of gallons)

State	January	February	March	April	May	June	July	August	September	October	November	December	Total	Percent of total
Minnesota.....	45,037	43,463	52,038	52,591	55,503	56,449	59,186	60,515	59,522	61,696	54,425	48,072	648,497	3.2
Mississippi.....	24,397	20,000	27,730	29,511	30,534	26,700	30,767	30,975	30,416	29,571	28,088	29,870	338,559	1.7
Missouri.....	67,717	60,836	67,202	74,402	76,044	79,586	78,223	81,622	75,489	76,871	73,410	75,683	887,085	4.3
Montana.....	8,988	8,113	11,127	13,674	15,858	13,561	15,932	15,756	13,186	12,722	12,406	11,045	152,369	.7
Nebraska.....	24,345	22,875	25,028	31,337	29,069	30,153	35,559	34,456	30,466	27,846	26,028	24,389	341,551	1.7
Nevada.....	3,803	3,925	4,265	4,597	5,245	6,344	6,519	6,954	6,249	5,293	4,926	4,382	62,705	.3
New Hampshire.....	7,532	7,040	7,964	8,390	9,188	10,142	12,787	12,638	11,075	9,623	8,879	9,051	114,311	.6
New Jersey.....	70,303	65,366	78,399	82,582	87,375	89,069	98,157	96,240	88,792	85,716	84,447	83,114	1,011,760	4.9
New Mexico.....	12,018	11,682	13,108	13,176	14,678	14,853	16,046	16,775	14,376	14,325	15,404	15,413	171,554	.8
New York.....	143,611	132,906	160,394	171,920	184,013	192,616	209,145	206,442	192,789	187,355	179,766	177,249	2,138,206	10.5
North Carolina.....	55,486	47,020	56,825	59,824	59,314	60,777	60,919	* 59,733	64,828	60,871	62,878	61,176	709,651	3.5
North Dakota.....	5,663	5,178	5,957	9,217	11,327	14,306	15,367	15,597	14,228	13,922	9,921	7,159	127,842	.6
Ohio.....	128,304	124,048	143,237	151,277	156,346	160,400	159,030	156,038	150,490	152,818	150,569	144,884	1,777,441	8.7
Oklahoma.....	30,981	34,985	36,272	38,503	39,670	41,266	41,107	41,091	40,926	40,815	40,911	42,573	469,100	2.3
Oregon.....	27,442	28,005	31,022	32,917	34,462	38,177	40,223	42,717	43,230	34,623	34,060	32,125	419,003	2.0
Pennsylvania.....	128,190	117,885	143,656	153,340	159,280	164,515	169,117	166,679	159,719	161,319	156,128	156,155	1,835,983	9.0
Rhode Island.....	10,911	8,884	11,239	11,277	12,142	12,774	14,237	13,663	12,883	11,990	11,457	12,568	144,025	.7
South Carolina.....	26,652	24,355	28,483	29,601	28,509	29,388	31,107	30,818	30,164	30,435	30,009	30,754	350,275	1.7
South Dakota.....	11,701	12,255	12,818	10,623	15,295	13,645	13,319	15,932	14,957	15,086	15,120	15,232	165,983	.8
Tennessee.....	35,826	31,207	42,010	47,020	50,207	43,376	51,801	48,378	44,403	53,572	47,852	45,697	541,349	2.6
Texas.....	134,356	117,885	153,374	150,145	142,004	152,387	185,850	171,286	157,855	160,886	165,774	176,486	1,868,288	9.1
Utah.....	11,478	10,155	11,970	13,294	13,575	15,436	15,434	16,543	15,488	14,523	14,491	11,539	163,926	.8
Vermont.....	5,568	5,007	5,681	6,275	7,041	7,726	9,533	9,487	8,234	7,773	6,873	6,563	85,761	.4
Virginia.....	43,335	38,751	48,278	51,739	52,889	55,111	59,800	53,959	56,242	53,493	53,157	53,525	620,279	3.0
Washington.....	37,303	36,461	43,759	47,304	47,118	51,824	54,978	56,308	54,642	45,393	43,975	43,034	562,099	2.7
West Virginia.....	22,711	18,971	24,568	26,992	29,060	28,771	28,814	31,824	31,692	26,814	29,073	24,667	323,957	1.6
Wisconsin.....	48,778	50,246	56,540	64,340	64,905	68,246	70,738	68,857	65,572	66,386	62,554	57,359	744,523	3.6
Wyoming.....	5,622	5,192	6,540	7,179	8,266	9,514	11,802	11,720	9,584	8,556	7,112	7,819	98,906	.5
District of Columbia.....	12,911	11,544	13,709	14,344	14,125	14,389	14,701	14,041	13,884	14,341	13,945	14,935	166,869	.8
Total.....	2,152,776	2,040,264	2,406,809	2,550,278	2,598,106	2,679,576	2,821,926	2,781,375	2,676,304	2,624,474	2,565,218	2,563,535	30,460,641	100.00

* This table is one of a series (G-21 through G-24) giving an analysis of motor-fuel consumption. Table G-21 gives the segregation between highway and nonhighway use; table G-22 gives total use by months, and table G-24 gives nonhighway use by purpose of use. See notes to table G-21.

Mr. IVES. Mr. President, since the estimated needs of heavily populated States are uniformly greater, then—clearly—that formula which grants more funds to the most densely populated States should be adopted.

Population—traffic burden—and estimated cash need for interstate highways are all directly related—one to the other. To adopt any apportionment formula—other than straight population—would be to fail to reflect accurately the comparative needs of each State. To leave unfulfilled the needs of the States would be—in turn—to fail to attain the President's goal of "substantially equal progress in the correction of existing deficiencies."

Not only would the Senate committee formula fall short of the announced goal, but there is serious doubt that the interstate program could even be carried on—under the proposed Senate bill.

Since population is concentrated in cities, the straight population formula for fund allocation concentrates more Federal funds in the urban areas. More funds—in city areas—are required because, first, the cost per mile of construction is roughly eight and one-half times as much in urban as it is in the rural areas, and second, two-thirds of the people this highway system will serve—when completed—are city dwellers.

The President's Committee on the Highway Needs of National Defense has said:

On the interstate highway system as a whole, the per mile cost of urban and rural work are in the ratio of about 8.5 to 1.

When this great difference in rural and urban costs is extended over the entire proposed system, the necessity for concentration of funds in city areas becomes immediately apparent.

The same committee reports that the projected interstate highways will serve 65 percent of the total urban population

of this country and 50 percent of the people who live in rural areas. Some idea of the proportion of this highway system, which will cross high-cost urban areas, can be gained from the fact that it will serve 57,000,000 urban dwellers and only 30,000,000 of the rural population.

The difference in urban rural cost ratios has not gone unnoticed. The Highway Act of 1944—Fifty-eight Statutes 838, section 4 (c)—provides that all funds for highways classified as urban shall be apportioned on a straight urban population basis.

The immediate need for road improvement is most keenly felt in metropolitan and suburban areas. As the prime targets for either atom bomb or sabotage attacks, residents of metropolitan districts must be provided with means for rapid egress to less crowded areas.

Also, in recent weeks we have been much concerned with expansion of the wartime industrial capacity. This task of production for war requires, first, the utilization of existing facilities located near supplies of urban plants and labor.

Thus rapid interstate highway transport—linking the principal cities of the Nation—has become increasingly important.

Studies show that unless funds are allocated on a population formula, the proposed program can, at best, be only partially successful. Even the States which, superficially at least, may benefit now from increased funds under the Senate committee formula, will in the long run suffer with the country as a whole from the bad effects of an inadequate interstate system.

In many of the rural States this increase in Federal money may remain unused because of the States' inability to provide the required matching funds. Thus a short-term gain of an unneeded and unused appropriation would be more than overcome by the eventual commer-

cial losses stemming from the faulty and uneven development of a national pattern of interstate highway transit.

Men closely acquainted with the interstate highway development have unanimously recommended a straight population formula. Their opinions are well supported by available statistics, many of which I have incorporated in my remarks this afternoon. Research shows, first, that in 44 of the 48 States the population formula comes closest to meeting the estimated needs of each State; and, second, that apportionment by population concentrates interstate funds where they are needed most, namely, in the high-cost, densely populated areas.

Because straight population allocation will best promote achievement of the goal, namely, the development of the most efficient interstate highway development, I urge rejection of the Senate committee formula, and I urge as strongly as I possibly can the adoption of the population apportionment provision contained in the House-passed bill, and as contained also in the amendment offered by the junior Senator from Massachusetts.

Mr. THYE. Mr. President, will the Senator yield?

Mr. IVES. I yield.

Mr. THYE. I should like to ask the able Senator from New York if he understands that it was the thought of Congress, when it enacted the bill providing for Federal aid to the States in connection with the development of roads, that there were many States, particularly those in the western part of the United States and in the mountainous areas, which could not in any sense construct or finance the construction of roads which would permit continuity of Federal and State roads adequate to provide transportation across the country, from coast to coast or from border to

border, whereas if the allocation were based on population, there are many States which would not receive sufficient funds to make it possible to provide not only national safety but uniformity of highway construction from coast to coast, spanning the areas where the population is very limited and where the costs of construction of roads are excessive, because of the mountainous conditions.

Mr. IVES. Of course, at that time Federal aid to highways was inaugurated because of the inability of some States to pay—

Mr. THYE. It is true today, is it not?

Mr. IVES. Yes; it is equally clear today that Federal aid for highways is necessary. But in my remarks I have tried to emphasize that there is fully as much need for construction of interstate highways in urban areas as there is for construction of such highways in rural districts. There is little point in speculating as to how much will be necessary to spend, in each State, on the interstate system; the tables I have inserted show clearly both the estimated cash need and also that the population formula comes closest to meeting the need.

I also pointed out that the cost of construction of highways in the urban areas is a great deal more than the cost of construction of highways in rural areas—even including the highways to which the distinguished Senator from Minnesota has referred. I have knowledge of the cost of those roads; but I can tell him also that connecting highways of the type contemplated are urgently needed in urban centers. In cities, highways cost, not several hundred thousand dollars a mile, but actually millions of dollars a mile to construct.

Mr. THYE. The Senator from New York has in mind underpasses and overpasses, I assume.

Mr. IVES. Yes. They must be built in connection with roads constructed in urban centers, and such roads are especially vital now. If we are to be engaged in an all-out war effort, I think we should act rapidly to improve our urban highways as quickly as possible.

I know that New York State has appropriated a great deal of money for this purpose; but our urban highway development still is nowhere near what it must be if the urban population is to be properly taken care of.

Mr. THYE. I thank the Senator.

Mr. IVES. I thank the Senator from Minnesota.

Mr. CHAVEZ. Mr. President, will the Senator yield to me?

Mr. IVES. I am glad to yield to the chairman of the committee.

Mr. CHAVEZ. Mr. President, I fully agree with the Senator from New York as to the necessity for such construction in urban areas. I also realize that it is more expensive to construct a highway in New York City, for instance, than it is to construct a highway from Poughkeepsie to some other section at some distance from a large city.

Mr. IVES. That situation applies not only to New York City, but to any large city.

Mr. CHAVEZ. Yes. However, regardless of the expenditures required for the construction of highways in urban areas—and again I refer to New York City for illustration—what good would it do to construct highways in the urban areas if they were not connected with the remainder of the State of New York and with the other sections of the country? Even in terms of national defense, the people in the urban areas have to be fed by means of the shipment of thousands upon thousands of tons of food daily.

Mr. IVES. The Senator from New York points out that presumably a formula on the basis of population would permit them to be fed. After all, what good does it do to have fine highways in farm districts, and then because of inadequate approaches to large urban areas, not have adequate highways to convey the produce from the farms to the cities?

Mr. CHAVEZ. I may say in answer to the Senator from New York that I think he is correct. It would not do any good. But why? Because the problem is not being met the way it should be met in the urban areas. The only way to solve it is to do away with an inequitable distribution of the taxpayers' money. I may say to the Senator from New York that I think the fair American way of doing it is according to the formula contained in the Senate bill.

Furthermore, with the Senator's permission, I may say that to pass the House version of the bill and not to stand by what has been in existence since 1916 will have this effect: There will not be a State west of the Mississippi or south of the Ohio that will not lose practically half the moneys to be distributed for the construction of roads. With the exception of Texas and California every State west of the Mississippi will be worse off, including North Dakota, South Dakota, Iowa, and Nebraska.

Mr. THYE. Mr. President, if the Senator will yield, I should like to make the comment that that is what I had in mind when I said there were within the United States areas where, if we used population as a basis of the formula, the highways would suffer very drastically. There would not be the continuity of Federal and State highways which would permit traffic from coast to coast or from border to border.

Mr. IVES. If the Senator from New York may comment on that, and also upon the remarks of the Senator from New Mexico—

Mr. CHAVEZ. Mr. President, will the Senator yield for a moment?

Mr. IVES. I yield.

Mr. CHAVEZ. I thank the Senator. There is another reason for that. Most of the western States contain millions of acres of public domain. In my State 63 percent of the entire area is owned by the Federal Government. I cannot state what the percentage is in North Dakota and South Dakota, but I do know it is large. In Nevada, more than 80 percent of the entire area of the State belongs to the Federal Government. In Arizona, Utah, California, Oregon,

Washington, and other States, a large percentage of the acreage is owned by the Federal Government. If the Federal Government were willing to turn back the tremendous areas included in national parks, in forest areas, and in the public domain generally back to the States, I probably should say to the Senator, "Very well."

Mr. IVES. In that connection, the Senator from New York would observe that under such conditions it would occur to him that a special provision for aid should be created. These unique problems and special provisions, however, should not be tangled up with this interstate highway construction program.

Mr. CHAVEZ. The condition referred to has prevailed for more than 30 years.

Mr. IVES. The Senator from New York understands that.

Mr. CHAVEZ. I want to tell the Senator from New York that I fully appreciate the work of the officials of his State. They are good. They are learned men.

Mr. IVES. We think they are pretty good, and have full confidence in them.

Mr. CHAVEZ. They are all right. They asked for a bill three times as large as this. They would have liked a bill which carried \$1,500,000,000 a year, so I am informed.

Mr. IVES. I say the reason for that is that New York has a very broad highway program in blueprint form.

Mr. CHAVEZ. Every State has that. I may say to the Senator from New York that the amount represented by this bill is approximately one-third of the total revenue collected by the Federal Government through the gasoline tax. In other words, two-thirds of the total revenue goes back to the general treasury, and we use but one-third.

Mr. THYE. Mr. President, will the Senator yield further?

The PRESIDING OFFICER. Does the Senator from New York yield to the Senator from Minnesota?

Mr. IVES. The Senator from New York would like to point out that the figures which have been offered by him remain unrefuted. They are accurate and cover every State. The results which are obtained from them are concurred in by rather distinguished groups. The Senator from New York feels very strongly that when it comes to the interstate highway systems of the country, the population—because it is so closely related to highway usage and to road-tax contribution—is the only sound long-term basis for such construction.

The Senator from New York wants it definitely understood that he is not arguing against preventing the States to which the Senator from New Mexico has referred from getting a sufficient amount to take care of their needs. But whatever the amount may be, the Senator from New York still insists that the population basis is the sound one. Interstate highway needs in the States of New York, Pennsylvania, Massachusetts, and Ohio, where the large industrial areas are largely found, are just as great, proportionately speaking, as they are anywhere else in the country.

Mr. THYE. Mr. President, will the Senator yield?

The PRESIDING OFFICER. Does the Senator from New York yield to the Senator from Minnesota?

Mr. IVES. I yield.

Mr. THYE. Looking at the formula of apportionment provided in the Senate bill and comparing it with the apportionment as it would be under the House provision, let us take, for example, the State of Nevada. Under the Senate bill, the State would get \$857,000, a. 2. under the House provision it would get \$305,000, or a loss of \$352,000.

I call attention to the State of Nevada. One cannot reach the west coast without crossing the State of Nevada, if he is taking the central route, nor can interstate trucking shipments or interstate bus travel be carried on without likewise passing through Nevada. A State such as Nevada, with its small population, could in no sense afford the expense of construction of highways that would permit interstate travel. If we were to compare other States, we should find, for example, that North Dakota would lose \$491,000, whereas the State of New York, in the event we adopted the House provision, would gain considerably; in fact, it would gain \$2,838,000.

Mr. IVES. The Senator from New York knows that.

Mr. THYE. It is for that reason that I call the attention of the able junior Senator from New York to the fact that if we are to have a highway system which will permit travel from coast to coast or from border to border, we are only going to get it when we have a system of Federal aid which will permit the construction of highways in the sparsely populated areas, as in some of the mountainous regions, where the cost of construction is tremendous. No State could afford it. Yet the wealth of the Nation is constantly going to the densely populated areas of the United States, which are able, through revenues derived from the manufacturer and the processor and from the people themselves, to finance their local activities in the urban areas, whereas in the western regions, where the population is sparse, they collect neither from the manufacturer and the processor nor from the general population the revenue with which to construct the highways.

Mr. IVES. The Senator is expressing fear which find little basis in fact. Exhibit 4, which I have inserted, compares just what it will cost to build this interstate system—in each State—with what the alternative formula would grant each State. These tables show, beyond doubt, that in 44 of 48 States, population comes closer to estimated need.

Mr. CHAVEZ. Mr. President, if the Senator will yield, I should like to ask this question: If that is the case, why is it that the State of New York permits its highway administration to divert road funds to other purposes? Last year it diverted more than \$27,000,000.

Mr. IVES. The State of New York very definitely has a situation similar to what exists in some other States: The tax on gasoline is merely an excise tax

for general purposes. I should prefer not to get into a discussion regarding the use of the gasoline tax or the use of motor vehicle taxes, if it is possible to avoid it in this instance.

Mr. CHAVEZ. But that is where the money comes from.

Mr. IVES. No; the money comes from all the people of the State of New York who pay taxes within the State.

Mr. CHAVEZ. Yes; but so far as the Federal contribution is concerned, it comes from the specific tax on gasoline.

Mr. IVES. That is true.

Mr. CHAVEZ. Generally it is required in the States that, when the tax is collected, it cannot be diverted to any other purpose, but must be used exclusively for road purposes. I notice the record shows that the State of New York does divert millions of dollars every year from the road fund for other purposes.

Mr. IVES. It has to, and occasionally, as it is doing under some of the road programs which are now in process of construction, it will spend more money than will be derived from the gasoline and motor vehicles taxes which are imposed in the State.

However, I should like to point out, with reference to taking the gasoline tax, that I am very much opposed to any diversion of the gasoline tax. I do not like the idea at all. I have come to the conclusion that there is really no more equitable method of raising taxes than is the gasoline tax. A possible exception may be the personal income tax. Therefore, when the State of New York is not able to support its budget to take care of its going requirements, without dipping into the gasoline tax money, it probably is dipping into moneys that should be used for highways. But I do not think that is really pertinent to the subject. The Federal Government has its system of doing it, and I do not quarrel with the Federal Government in this connection, it is perfectly all right. All the States have their own financial problems, and they need their share of this money.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. IVES. I yield.

Mr. McCLELLAN. Mr. President, I should like to ask unanimous consent that at the conclusion of the remarks of the able Senator from New York there may be inserted in the RECORD a table which shows the apportionment to the States under either formula and which shows the mileage of the interstate system.

Mr. IVES. In that connection, and relative to the Senator's remarks concerning it, I would again point out that the amount of mileage has nothing to do with the cost. Anyone who has ever been connected with highways knows that the cost per mile varies tremendously. I refer to some of the areas to which the able Senator from Minnesota mentioned earlier. I could point out sections of the country in which the cost per mile is almost prohibitive.

Mr. McCLELLAN. I appreciate that, but I think the question which actu-

ally presents itself here is whether we shall have a formula based on population alone or whether other factors should be included. We should make an intelligent decision about it, but there may be differences of opinion. In my opinion, however, we should have these mileage figures before us, and I ask that they may be placed in the RECORD at the conclusion of the Senator's remarks.

Mr. IVES. That is perfectly agreeable to me. I have some tables also.

Mr. McCLELLAN. Mr. President, I ask unanimous consent that the table to which I have referred be inserted in the RECORD following the remarks of the Senator from New York.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit I.)

Mr. YOUNG. Mr. President, will the Senator yield?

Mr. IVES. I yield.

Mr. YOUNG. I should like to point out the problem we have in North Dakota with 7,000 miles of State and Federal highways. Two of the highways are east-west highways and are of military importance. Through the years we have not been able to bring these roads up to standard. We have a 4-cent gasoline tax which is all applied to roads. We diverted \$9,000,000 from the general funds of the State for road purposes. That is probably one-fourth or one-fifth of all the money that comes into our State general fund each year. I do not think there is any other State which has gone to the extent which we have in taxing our people to maintain our road system. We shall have to have considerable assistance from the Federal Government. Changing the ratio of matching as proposed would greatly increase our problem.

Mr. IVES. I thank the distinguished Senator, and I want him to know that I am in full sympathy with the statement he has just made. However, in making this statement, I would point out that there are many miles of through highway in the State of New York today which are not in proper condition. They must be reconstructed to take care of the great density of traffic which passes over them. Probably in a different way the people of New York are just as much bothered and troubled by the situation to which the Senator from North Dakota refers as are the people of North Dakota.

Mr. YOUNG. I realize that the populous States have a real problem on their hands when it comes to widening streets, underpasses, and what not, but I am wondering if the State of New York is diverting from its general fund money for road purposes as my State is doing.

Mr. IVES. We are not diverting it from the general fund. Every item collected in the State of New York goes into the general fund. We do not have any special fund except in certain situations, which are very limited. It does not make any difference to us; it is as broad as it is long. If we have a highway program, we have to pay for it, if we can. I do not think we owe too much at the moment.

EXHIBIT I

Comparison of apportionment for interstate-system funds as recommended by Senate Public Works Committee and as adopted by the House of Representatives

State	Apportionment recommended by Senate committee (primary-road formula)	Mileage, I. H. S.	Apportionment adopted by House (population formula)	Increase resulting from use of Senate formula instead of House formula	Decrease resulting from use of Senate formula instead of House formula	State	Apportionment recommended by Senate committee (primary-road formula)	Mileage, I. H. S.	Apportionment adopted by House (population formula)	Increase resulting from use of Senate formula instead of House formula	Decrease resulting from use of Senate formula instead of House formula
Alabama.....	\$1,457,000	890.8	\$1,246,000	\$211,000	-----	New Hampshire.....	\$337,000	201.0	\$505,000	-----	\$168,000
Arizona.....	991,000	1,136.9	505,000	486,000	-----	New Jersey.....	938,000	192.4	2,989,000	-----	1,142,000
Arkansas.....	1,167,000	517.8	838,000	329,000	-----	New Mexico.....	1,081,000	1,012.5	505,000	\$576,000	-----
California.....	3,223,000	1,000.5	4,551,000	-----	\$1,328,000	New York.....	3,303,000	1,034.3	6,141,000	-----	2,838,000
Colorado.....	1,210,000	661.7	519,000	691,000	-----	North Carolina.....	1,694,000	712.7	1,649,000	45,000	-----
Connecticut.....	457,000	262.4	862,000	-----	405,000	North Dakota.....	996,000	408.3	505,000	491,000	-----
Delaware.....	337,000	25.5	505,000	-----	168,000	Ohio.....	2,498,000	1,216.4	3,499,000	-----	911,000
Florida.....	1,060,000	1,141.2	1,064,000	-----	4,000	Oklahoma.....	1,518,000	780.1	982,000	536,000	-----
Georgia.....	1,716,000	1,110.6	1,364,000	352,000	-----	Oregon.....	1,210,000	703.0	741,000	469,000	-----
Idaho.....	834,000	616.9	505,000	329,000	-----	Pennsylvania.....	2,820,000	1,356.9	4,537,000	-----	1,717,000
Illinois.....	2,697,000	1,540.9	3,605,000	-----	908,000	Rhode Island.....	337,000	48.6	505,000	-----	168,000
Indiana.....	1,701,000	1,070.2	1,704,000	-----	3,000	South Carolina.....	936,000	697.0	854,000	82,000	-----
Iowa.....	1,697,000	770.2	1,128,000	569,000	-----	South Dakota.....	1,056,000	514.7	505,000	551,000	-----
Kansas.....	1,716,000	701.5	831,000	885,000	-----	Tennessee.....	1,500,000	1,044.9	1,380,000	120,000	-----
Kentucky.....	1,282,000	648.4	1,235,000	47,000	-----	Texas.....	4,431,000	2,764.8	3,214,600	1,217,000	-----
Louisiana.....	1,070,000	597.1	1,122,000	-----	52,000	Utah.....	768,000	704.1	505,000	263,000	-----
Maine.....	589,000	300.4	505,000	84,000	-----	Vermont.....	337,000	329.8	505,000	-----	168,000
Maryland.....	600,000	265.5	928,000	-----	328,000	Virginia.....	1,306,000	901.7	1,324,000	-----	18,000
Massachusetts.....	912,000	335.8	2,011,000	-----	1,099,000	Washington.....	1,180,000	579.5	1,102,000	78,000	-----
Michigan.....	2,205,000	962.5	2,711,000	-----	506,000	West Virginia.....	749,000	211.9	828,000	-----	79,000
Minnesota.....	1,641,000	850.5	1,271,000	370,000	-----	Wisconsin.....	1,659,000	449.1	1,432,000	227,000	-----
Mississippi.....	1,239,000	691.0	909,000	330,000	-----	Wyoming.....	825,000	672.7	505,000	320,000	-----
Missouri.....	2,029,000	1,070.8	1,679,000	350,000	-----	Hawaii.....	-----	-----	-----	-----	-----
Montana.....	1,344,000	1,242.7	505,000	839,000	-----	District of Columbia.....	337,000	-----	505,000	-----	168,000
Nebraska.....	1,338,000	460.6	549,000	789,000	-----	Puerto Rico.....	-----	-----	-----	-----	-----
Nevada.....	857,000	537.3	505,000	352,000	-----						

NOTE.—The apportionment formula recommended by the Senate committee is the long-established primary road formula, which is based upon the 3 factors of area, population and rural mail routes, with special recognition for States with large areas of public domain. The apportionment formula adopted by the House is an entirely new formula based upon population only. It has never been used before in Federal-aid highway programs.

Mr. MUNDT. Mr. President, I should like to say a word about the highway discussion in which we have been engaged in a very informative and interesting manner, it has seemed to me. I want to associate myself completely and enthusiastically with the comments just made by my distinguished colleague from North Dakota. The State of South Dakota has a number of east-west highways clear across the State which are frequently used for interstate traffic and traversed by heavy trucks. It is almost impossible for a small State like ours to maintain these arterial roads. In fact, we have used the full returns from our gasoline taxes for that purpose, and the next legislature is contemplating increasing the gasoline tax for that purpose. The highways are going to pieces, in part, because of the heavy traffic imposed upon them by interstate trucks and busses traveling across the country and using our interstate highways.

I desire now, Mr. President, to refer to another subject.

The PRESIDING OFFICER. The Senator from South Dakota has the floor.

PROTECTION OF GOVERNMENT AGAINST COMMUNISTS AND SUBVERSIVE GROUPS

Mr. MUNDT. Mr. President, I want to address the Senate in connection with the amendment which, by unanimous consent, is to be voted on next Monday and which has been introduced jointly by the Senator from Michigan [Mr. FERGUSON] and by the junior Senator from South Dakota. As every Member of the Senate knows, that amendment is, in essence, Senate bill 2311. It is the entire text of that measure, and is

known as the Subversive Activities Control Act of 1950.

Mr. President, I want to express my appreciation of the Democratic Members, and especially the acting majority leader [Mr. MAYBANK], for working out a unanimous-consent agreement whereby on next Monday we can have a show-down vote on this question which has been before the Senate in one way or another for more than 30 months. It has been on the calendar since March 22 of this year. It has been voted upon in its essential features by the House of Representatives in the Eightieth Congress. The Senate did not then have an opportunity to vote upon it.

Certainly, Mr. President, we are not considering something in haste; certainly we are not considering something about which all Members of the Senate are not clearly and fully advised; nor are we considering a measure which is new to the general public, because ten or a dozen of the outstanding national organizations of America have by convention resolutions endorsed Senate bill 2311, the so-called Mundt-Ferguson-Johnston bill. Those organizations include the American Legion, Veterans of Foreign Wars, the Amvets, the Catholic War Veterans, to mention some of the war veterans' organizations. The National Education Association and the United States Chamber of Commerce have endorsed it, as have fraternal groups, business groups, and organizations throughout the country which normally study legislative matters and try to register their opinions with Congress.

It seems to me, Mr. President, that it is fitting and proper that we shall now at long last have a definite opportunity in the Senate to vote our wishes.

Since that opportunity is coming along, several Senators have suggested that I discuss the record behind the bill and the specific purpose and provisions of the legislation. I think probably it is a good idea, if we are to have a chance to vote on S. 2311, because of late we have had a whole rash of so-called Communist-control bills, some of them conceived in tremendous haste, some of them virtually whipped together with scissors and scotch tape, some of them rushed up here by special messenger from the White House, with the messenger all out of breath.

I welcome this general outburst of interest in legislation of this type. As the Senator from Michigan [Mr. FERGUSON] and I have stated, if it is necessary to remove the names of Republican Senators from the legislation, we are perfectly willing to do that and support the McCarran bill, if it is reported from the committee, because the major portion of the McCarran bill is a complete replica of S. 2311, and was prepared by cutting pages from S. 2311 and pasting them together as the major part of the McCarran omnibus legislation.

However, I think we should be a little concerned about the possibility that in the zeal and zest to be sure that measures of this kind which come from the Democratic side of the aisle, we do not jump too quickly to support legislation which is improperly conceived. When dealing with subversive-activity controls we are dealing with the rights of all Americans. It seems to me to be important that we go into these matters in detail and that proposed legislation be screened by the best legal talent available in America. It is also important that we do not simply pass ineffective

legislation which appears to be an effective kind of control, and thus putting abroad in this land a sense of false security.

We are certainly insecure enough with 55,000 known disloyal Communist agents in our midst—insecure enough that we cannot afford to pass legislation which appears to do the job, but fails to do it, with our boys dying in Korea fighting for what they believe to be an all-out effort against communism.

I notice in the legislative daily which comes to our desks that in the Tuesday issue Chairman CELLER, of the House Committee on the Judiciary, said he and the Senate majority leader, the Senator from Illinois [Mr. LUCAS], were preparing a new internal security bill to replace several pending House and Senate measures which President Truman dislikes. I do not know whether President Truman dislikes Senate bill 2311, because he has never specifically referred to it. I do know that Chairman CELLER, of the House Judiciary Committee, has been one of the most bitter and outspoken foes of Senate bill 2311 ever since its introduction in the House. He has decried time after time legislation of this type which requires a Communist to register and to come out into the open. I am afraid that if our majority leader associates himself with Mr. CELLER in the introduction of a bill, which the news report indicates they are trying to draw up quickly, they will bring in some kind of milk-toast proposition which will fail to give us the kind of legislation which is required. I do not propose to condemn legislation before I see it. However, I venture far enough in the uncertain ground of prophecy to predict that that legislation will lack what every good American realizes must be contained in a bill dealing with Communists in this country while fighting it abroad. I predict it will be a weak, ineffective, and disillusioning proposition.

Mr. President, I think, first of all, a word should be said as to why this legislation fits into the pattern of legislative machinery which we are considering this week, the Maybank production-control bill, which will come up for a vote on Monday.

I think we can start out by agreeing that both pieces of legislation, Senate bill 2311 and the Maybank production-control bill, grow out of the same source. They grow out of the menace of world communism. They both grow directly out of the fact that we are at war with communism. They grow directly out of the fact that we are at war with communism, an ideological cold war at the time the Mundt-Ferguson bill was introduced and a hot blood-letting and shooting war now in Korea. Both that bill and the Mundt-Ferguson bill grow out of the conflict we are having with communism. Both move toward utilizing the same kind of cure. Both would impose upon Americans certain regulations, certain stipulations, certain controls, in order that the people within our boundaries may marshal the greatest possible strength to defeat communism wherever it challenges our Christian civilization and the freedoms which we have always

enjoyed in America. Hence, both bills are part of the same pattern. They are part of the legislative machinery required to do the job. They are part of the same job, unless we propose to draft boys to fight and die for a purpose abroad and somehow lack the courage to face up to communism at home. Unless we are willing to accept that unhappy hypothesis it must be realized that both pieces of legislation strike at the same evil. They can therefore very appropriately be considered together. They utilize the mechanics of control, the mechanics of Government authority, and the mechanics of Government regulation to move against the evil forces of communism.

I think it was Abraham Lincoln who on being asked how long the man's legs should be said they should be just long enough to reach the ground. I think we can apply that kind of test to legislation of this type. What do we need in this type of legislative pattern on the home front to meet the challenge of communism when we are fighting it 6,000 miles away? What we need is just enough legislation to do the job. It would be foolish to add anything extra, but it would be suicidal to settle for anything else. With the exception of perhaps 8 or 10 Senators I doubt that anyone will stand up between now and Monday and say, "All we need is legislation which will require patriotic and decent Americans to curb their acquisitive instincts a little, so that we can get enough productive impetus going to supply our soldiers in Korea." That is necessary, of course, and certainly I shall support such legislation. However, it will not do the job alone. Something else will be required. We can no more afford to have the war effort of America sabotaged by some conspiratorial communistic means than we can afford to have it sabotaged by someone's selfishness in the production effort.

Mr. President, I should like to reduce the required legislation down to its three essential elements, because in the frantic effort downtown to rush up Communist-control bill after Communist-control bill and submit them to the committee even before the ink on them is dry, it seems that recognition is not made of the fact that in dealing with Communists one does not have half a hundred different alternatives. Certain things must be included. Certain things must be stressed. If not, we fail to recognize the nature of the conspiratorial enemy with which we are dealing. I wish to reduce them to those elements. They are all found in S. 2311, and S. 2311 is the amendment which we have offered for consideration next Monday.

DISCLOSURE

The first important element in any kind of effective Communist-control bill is the element of disclosure. When we are dealing with the secret Communist conspiratorial apparatus, unless we can disclose and expose it we cannot fight it effectively. If and when the so-called Celler-Lucas bill comes before the Senate, I would ask Senators to see what kind of provision is made on the matter of disclosure. Will it require Commu-

nists to come out in the open, or will they be permitted to continue to sneak around and drive the dagger of treason into the backs of our men in uniform? S. 2311 provides for complete disclosure. We say to the Communists: "You must register. You must come out into the open. You must register in a public place, in the Office of the Attorney General. You must register as a member of the Communist Party. You must register and operate in the open, where good, patriotic people will see to it that your excesses are curbed. You must register and come out in the open, or you must go to jail. You can take your choice."

If the junior Senator from South Dakota could make the choice for them, he would prefer to see them in jail. But we give them their choice. That is their American right. If they come out in the open, and we know where they are, we can protect ourselves against the evil.

IDENTIFICATION

The second element we put in is identification. We require the Communists to identify their sources of income, where they get their treacherous money, and how they spend it. Who is providing the money to murder freedom on American soil? Who is financing the Communist publications? Who is financing the organizers they have in all our States? Who contributes the money, and where is it spent?

We require them to identify not only that, but the officials of the party. Who is it who calls the signals? Who does the master minding? Who are the members of the American Communist Politburo? More Americans today know who it is who is running the Politburo in the Kremlin than know the names of the Communist politburo in America.

Mr. President, is that security? Is that defense? Can I be happy, along with the Democratic policy committee, knowing that since March 22 of this year we have had a legislative proposal which would correct that situation, but which they have refused to bring to the floor of the Senate for a vote? I cannot. So I look forward to an opportunity next week to get a vote on legislation of this kind, when we can stand up and be counted, when men can rearrange their alibis and go home and explain their votes, or proudly go home to boast of the decisions they have made. That is the American procedure. It is an opportunity courageous men should always crave. It is an opportunity I hope we will soon have on the floor of the United States Senate.

We require Communists to identify their front organizations. Who are the prettily named organizations out doing the nasty work of these godless Communists? Had the so-called Mundt-Ferguson-Johnston bill been in effect 4 years ago, when the Communist Party conceived the idea of having the American Youth for Democracy, a nice sounding title, on the college campuses, some college professors joining, many American boys and girls joining, everyone would have known it was a Communist organization and they would have

distinguished colleague from Virginia in his well-deserved tribute to the senior Senator from Arizona [Mr. HAYDEN].

I might add that the distinguished senior Senator from Tennessee [Mr. McKELLAR], the President pro tempore, now presiding over the Senate, has really made me work on the Committee on Appropriations on many occasions.

OLD-AGE AND SURVIVORS INSURANCE COVERAGE OF WORKERS ON FARMS UNDER CONFERENCE AGREEMENT ON H. R. 6000.

Mr. GEORGE. Mr. President, yesterday in connection with submitting the conference report on H. R. 6000, I stated that I would offer for the RECORD this morning as a part of the report from the committee, a further statement regarding farm workers as covered under H. R. 6000. I now submit the statement and ask that it be incorporated in the RECORD.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

OLD-AGE AND SURVIVORS INSURANCE COVERAGE OF WORKERS ON FARMS UNDER THE CONFERENCE AGREEMENT ON H. R. 6000

The conference agreement extends old-age and survivors insurance coverage to regularly employed workers on farms. For a farm worker to become regularly employed and thus brought under coverage he must: (1) work continuously for one employer during all of one calendar quarter; and (2) perform agricultural labor for the same employer on a full-time basis on 60 days or more in the next calendar quarter and earn at least \$50 in cash wages for such agricultural labor. Under such circumstances the employee is covered for the second calendar quarter. The employee continues to be covered in each succeeding calendar quarter in which he performs agricultural labor for the same employer and meets the 60-day and \$50 cash-wages requirements.

If in one of the succeeding calendar quarters he is not continuously employed and does not perform agricultural labor on a full-time basis on 60 days for the same employer, but does earn \$50 or more for performing such labor, he is covered for that quarter even though he meets only the cash-wages requirement. However, he is not covered in the quarter following the one in which he met only the cash-wages requirement even though he again performs agricultural labor for the same employer and meets both the 60-day and \$50 wage requirements. In such cases the employee, to obtain coverage, must meet the same requirements as if he were a new employee going to work for the employer for the first time. In other words, he has to fulfill the requirements outlined in the preceding paragraph.

The following example illustrates the effect of the provisions in the conference agreement relating to the coverage of workers on farms. A works for farmer B continuously in the October-December quarter of this year. In the January-March quarter of 1951, A works on B's farm on a full-time basis on 60 days and earns \$50 or more in cash wages. Then the services performed by A in the January-March quarter are covered employment and B is required to pay the old-age and survivors insurance tax on the cash wages paid for such services. If A performs services on B's farm in the April-June quarter and earns at least \$50 in cash wages such services are covered and farmer B would be required to pay the tax on the wages paid even if A leaves B's employment without working 60 days. Under these circumstances A's services in the July-September quarter are not covered even though he

again becomes employed by B and works on B's farm continuously through the July-September quarter and earns in excess of \$50. This follows from the fact that A did not meet the 60-day test in the April-June quarter. A's services are covered in the October-December, 1951 quarter, however, if he works on B's farm on a full-time basis on 60 days and in such quarter earns \$50 or more in cash wages.

SOCIAL SECURITY ACT AMENDMENT OF 1950

Mr. McFARLAND. Mr. President, following the Senate's approval of the conference report on H. R. 6000 yesterday, the senior Senator from Washington [Mr. MAGNUSON] presented for the RECORD some information as to what the new and improved social-security law means. He has provided some additional information as to how this affects his own State of Washington, and I request unanimous consent that it be printed in the body of the RECORD.

There being no objection, the information was ordered to be printed in the RECORD, as follows:

In Washington State there are 55,944 people now receiving benefits under the old-age and survivors insurance program as of August 1950.

These people have been receiving an aggregate of \$1,227,248 annually. Under the new program and the average increase of 77½ percent, this amount will be increased to \$2,212,775 annually.

In other words, beginning with the month of September, they will receive this automatic increase in benefits, to be paid by the checks issued to them in October.

Additionally, many more people who are now 65 years of age or over and who worked in covered employment for at least six quarters between 1937 and now will be entitled to benefits. These people should file for their benefits immediately.

In Washington State, at present there are 494,000 persons who are covered by the program. This will be increased to a total of more than 650,000 immediately, because of the new groups who are being added.

For instance, 94,000 will be added in the nonfarm self-employed group, which includes grocers, etc. Another 20,000 agricultural laborers will be added. An estimated 9,000 domestic workers will come under coverage, together with an estimated 37,500 who are employees of State and local governments. There are some others, such as Federal workers who are not covered by any previous program, who also will be added.

These are the nearest estimates concerning Washington State now available.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

Mr. DOUGLAS. Mr. President, I rise in opposition to the pending bill, House bill 7941, to authorize appropriations for the construction of highways which authorizes an appropriation of \$620,000,000 for the fiscal year ending June 30, 1952, and an equal sum for the fiscal year ending June 30, 1953. It will be remembered that a few weeks ago we voted to appropriate \$385,000,000 for roads for the current fiscal year which will end June 30, 1951. The present proposal is therefore

to increase by 60 percent the road appropriations for the fiscal years 1952 and 1953 above the sum which we voted to appropriate for the fiscal year 1951.

In the discussion of the general appropriation bill it developed, when the junior Senator from Illinois tried to cut the road appropriation from \$385,000,000 to \$285,000,000 for the current year, that the proponents of the pending measure declared that it would be a legal and a moral breach of faith to alter appropriations which had previously been authorized. According to them, once the authorization bill had been passed, once the States had been told how much money they would get under the bill, once the States had proposed the projects which had been approved by the Bureau of Public Roads, and once the engineers' plans and specifications had been drawn, and approved by the Bureau of Public Roads which then issued a letter to the States saying that Federal funds would be provided to meet the Federal share of the projects, it was then impossible for Congress to diminish the appropriation.

PASSAGE OF HIGHWAY BILL WILL DETERMINE APPROPRIATIONS 2 YEARS IN ADVANCE

Mr. President, we are now determining on this road bill what the appropriations will be for 1952 and 1953. If we pass a bill providing \$620,000,000 for each of these years now, then next year when the appropriation bill comes along it will be said, "It is too late for us to alter the terms. You authorized it in H. R. 7941, and if you do not vote for the appropriations asked by the Bureau of Public Roads, you will be breaking a contract between the Federal Government and the States, which Congress has no legal or moral right to do." It will be said, "On the basis of the law, tables were prepared showing how much each State was to receive, and an invitation was extended to all the State departments of highways to 'come and get it.' Then the State departments of highways submitted their plans for general projects, and these, when approved, served as the basis for engineering plans which have been drawn and approved by the Bureau of Public Roads which has agreed to furnish the Federal share of the funds." When the request comes from the Bureau of Public Roads for appropriations for next year, it will be said that these must not be changed.

So, Mr. President, we are now determining how much money is to be spent on highways for the year 1951-52 and for the year 1952-53. We are in effect appropriating the money, because the intermediate step of contract authorizations approved by Congress is swept away, and we move, in the case of public roads, directly from an authorization into an appropriation, and that appropriation, in turn, is said to be outside the control of Congress.

SIX HUNDRED AND TWENTY MILLION DOLLARS IS AN EXCESSIVE SUM AT THE PRESENT TIME

It will be remembered by those on the floor of the Senate that I have tried to argue that the Congress is not legally nor morally bound by commitments made by the administrative authorities. I believe it is dangerous and unconsti-

tutional for Congress to lose the right to appropriate at its discretion. But I have stood alone in the position which I have taken, and it seems to be the general opinion of the Senate that, once the authorization has been made, future Congresses are in effect bound.

Mr. President, I submit that the total of \$620,000,000 which we are being asked to authorize, and which will constitute a basis for appropriation, is an excessive sum in view even of peacetime conditions, and certainly an excessive sum in view of the hostilities in Korea, and the long and costly period of military preparation which lies ahead.

The road appropriations for the current year, as I said, are \$385,000,000. A 3-year authorization of \$500,000,000 a year, stretched over 4 years, makes it approximately \$375,000,000 a year, which in turn was stretched to \$385,000,000 in the instant year. But the bill which is now before the Senate calls for an appropriation of \$620,000,000 per year. Two hundred and twenty-five million dollars of this is for primary highways, \$200,000,000 for secondary roads, \$125,000,000 for urban highways, and \$70,000,000 for interstate highways. This is an increase of approximately 60 percent above the amounts which we are appropriating for the current year, despite the fact that we are in a shooting war in Korea, and no one knows what the end will be.

NOW IS NOT THE TIME TO INCREASE HIGHWAY FUNDS BY 60 PERCENT

It is not merely business as usual and Government as usual, but Government spending on a vastly larger scale than we have had in periods of peace. Instead of curtailing expenditures, in view of the commitments for military outlays and appropriations, this is a proposal to increase by 60 percent expenditures for roads. At a time when we should be contracting, the Government will be putting materials and men into the construction of roads, not all of them—indeed not many of them—vitally connected with the national defense.

I submit that this is a grossly excessive sum. It is greater than the President asked in the budget which he submitted in January, and the President at that time did not anticipate the Korean war or how great our military expenditures would be. At that time the President asked for \$500,000,000. The House in the generosity which it displays in such matters, increased the ante to \$550,000,000. The Senate committee, exuding goodness and generosity from their very pores, increased the total to \$620,000,000, or an increase of \$120,000,000 above the amount for which the President asked.

THE PRESIDENT HAS ASKED FOR A CUT IN THESE FUNDS

I read in the newspapers this morning the press release which the President issued yesterday declaring, first, that this sum was excessive, asking that it be cut back at least to \$500,000,000, and also implying that there was too great weight given to secondary roads in the program which is contemplated—and I shall say something about that in a few mo-

ments—and asking that the totals be reduced, and that the emphasis within the total program be shifted away from secondary roads more toward urban and toward interstate highways.

I have heard by the grapevine this morning—although I have not had it officially confirmed—that the Senate Committee on Public Works is somewhat willing to recede from the position of \$620,000,000; that possibly it may back down to \$500,000,000, but without the shifting within that total of \$500,000,000 to the degree which the President requests.

Mr. President, I intend to submit to the bill a series of amendments which will have the effect of reducing the total authorized appropriations for the fiscal year 1952 and the fiscal year 1953 from \$620,000,000 a year to \$310,000,000 a year. In global sums, that will cut the appropriations precisely in half; it will effect a saving of \$310,000,000 of Federal funds for each of those years, or a total of \$620,000,000 for the 2 years. But that is not the total amount that will be saved, because this is a Federal program, and each dollar of Federal money must be matched by the States with an equal amount of State or local money. So when we save \$620,000,000 of Federal money, we correspondingly save \$620,000,000 of State and local money; and therefore my proposed amendments will effect a total saving of \$1,250,000,000 in the 2 years 1952 and 1953. These savings can be transferred from the building of roads and made available for the great program of military preparation to which the Nation must be committed.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield.

Mr. MORSE. I am not sure I caught the significance of what the Senator from Illinois said in regard to the provisions of the bill, but I understood him to say that it was proposed to make funds available for the so-called secondary or county roads. Does the Senator from Illinois interpret the bill to mean that there is now an endeavor upon the part of some of the States which in years gone by have not really done their share of appropriating State funds for so-called county roads, now to ask the Federal Government in large measure to build those roads for them?

Mr. DOUGLAS. Or to share the burden—yes—because the requested appropriations are \$225,000,000 for primary and \$200,000,000 for secondary roads.

Mr. MORSE. Is it not true that in a good many of the Northern and Western States in years gone by the legislatures have appropriated State funds and have imposed State gasoline taxes, for example, requiring a certain portion of such taxes to be applied to the so-called county roads, whereas a good many of the Southern States have not taken the same kind of State action that the Northern and Western States have taken?

Mr. DOUGLAS. That is my understanding, and I thought possibly that might be the reason why the appropriations for secondary roads are stepped up in the pending bill.

Mr. MORSE. I think the situation calls for frankness. Does the Senator agree with me that what we are observing here is another attempt on the part of Southern States to get all the people of the country to do for the Southern States some things that they ought to be doing for themselves, by way of appropriating larger portions of State funds for the building of their own country roads, and let the Federal funds go into so-called primary roads and military roads that will benefit all the people of the country?

Mr. DOUGLAS. I think the Senator's observation is correct, but I want the RECORD to show that it was the Senator from Oregon who raised this issue, not the Senator from Illinois. I do not want to raise sectional issues on the floor of the Senate. But since the matter has been raised, I think the Southern and Southwestern States have not developed their secondary roads as they should. Although I am very favorable to grant-in-aid formulas which will help the poorer States, I have never felt that it was the responsibility of the Federal Government to maintain feeder roads to go into the great central highways.

Mr. MORSE. That is exactly my position. I am strong for Federal aid in a great many fields, including the building of so-called primary roads and military roads which can be justified on the basis of national defense. But as I study the history of this bill and its contents, I am convinced that it is a grab-bag of Federal funds for roads which the Southern and Southeastern States should get busy and appropriate funds to build, and they should not expect the Federal Government to build the county roads for them.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. DOUGLAS. I am glad to yield.

Mr. McCLELLAN. Since the able Senator from Oregon wants to single out a section of the Nation and try to place it in a bad light in connection with the consideration of this bill, I want to ask the Senator if he knows that the State of Arkansas diverts none of its road money or tax money to any other purposes, but has done exactly what the Senator from Oregon charges that Southern States have not done, and that is to turn back part of its tax money to the county and local interests for the building of county roads.

When slurring remarks are now being made about other sections of the country, I can say to the Senator from Oregon that Western States were here begging for more than the Senate granted.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield.

Mr. MORSE. I wish to say to the Senator from Arkansas that I made no slurring remark about any section of the country. I am talking about what the facts will show in regard to the funds the Southern States have used for the building of county roads, in comparison with the funds which have been used for the building of county roads by the Western States.

Mr. DOUGLAS. Mr. President, I think I should interpose my body between the Senator from Arkansas and the Senator from Oregon, in order to insulate any possible heat which may develop.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. DOUGLAS. Yes, but this will be the last time I shall yield.

Mr. McCLELLAN. I wish to state that the thing the Senator from Oregon has charged against the South as a whole does not apply to the State of Arkansas. When he makes such charges, he should not make them broadside and include those who do not come within the attack he makes.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield just once more.

Mr. MORSE. At the appropriate time I shall discuss this issue from the standpoint of what the Southern States have and have not done.

Mr. DOUGLAS. Mr. President, let me say that I was not attempting to put any section of the country in pillory.

The second point I want to develop is that progressively over the history of the road appropriations, we have found the smaller States, from the point of view of population, the Southern States, the Southwestern States, yes, and the Western States, combining together to get larger and larger amounts of the total funds appropriated, and to diminish the share which the big and thickly settled industrial States receive. Mr. President, that began when they devised the formula for apportioning funds for primary roads. The formula discriminated against the big industrial States, because there are three factors taken into account and given equal weight in the apportionment of the total amount to primary roads:

First, total population. I agree with the Senator from New York that this is probably the best single criterion to use.

Second, area. I would admit that in many cases the factor of area should also be considered.

But, third, in the distribution of funds, the proportion of rural and star-route mileage within the State.

The third factor, at least, is something which gives tremendous weight to the agricultural States, and discriminates very much against industrial States, such as Rhode Island, Delaware, New Jersey, New York, Illinois, Ohio, and Oregon, although they are partially rural States, as well. In other words, through the formula for primary roads, the share of the industrial States is diminished by putting in the rural-route factor.

The PRESIDENT pro tempore. The Senator from Illinois will suspend. The Chair desires at this point to read into the RECORD Senate rule XIX, found on page 28 of the Manual, as follows:

No Senator in debate shall refer offensively to any State of the Union.

The Chair asks unanimous consent that the statements made by the Senator from Oregon and the Senator from Illinois be stricken from the record.

Mr. DOUGLAS. I object. I have made no reflection upon any State, and the record will so show.

The PRESIDENT pro tempore. The Senator will be in order, and may proceed in order.

Mr. DOUGLAS. Mr. President, I ask to have my statement read by the official reporter.

The PRESIDENT pro tempore. Is there objection?

Mr. DOUGLAS. What was the section of the statement of the Senator from Illinois to which the Chair took offense?

The PRESIDENT pro tempore. The official reporter will read the statement which the Senator from Illinois desires to have read.

Mr. DOUGLAS. The history of this passage is as follows: The Senator from Illinois was saying that the formula for Federal aid to roads had been devised so as to favor the agricultural States at the expense of the big industrial States. It is not the memory of the Senator from Illinois that he mentioned any particular State, but that he did refer to the fact that the formulae had been devised to favor the agricultural States at the expense of the industrial States. The President pro tempore then declared that both the Senator from Oregon and the Senator from Illinois had been offensive in their references to particular States. The Senator from Illinois replied that that was not his memory, and asked to have his statement read.

The PRESIDENT pro tempore. The official reporter will read. Consent was not requested for the reading of the statement of the Senator from Oregon, but that request may be made, if desired.

Mr. MORSE. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. MORSE. The question is whether under rule XIX the junior Senator from Oregon is not entitled to have the attendance of the Senate, and, following the obtaining of a quorum, to have the reading of the Senators' remarks and a trial then and there as to whether the remarks violate rule XIX. It is the position of the junior Senator from Oregon that they in no way violated rule XIX, and I should like to have the Senate try the issue immediately.

Mr. DOUGLAS. Mr. President—

The PRESIDENT pro tempore. The Senator from Illinois has the floor.

Mr. DOUGLAS. I suggest the absence of a quorum.

The PRESIDENT pro tempore. The clerk will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

Chavez	Green	McKellar
Connally	Hayden	Maybank
Douglas	Hendrickson	Morse
Dworshak	Holland	Mundt
Ellender	Johnston, S. C.	Russell
Flanders	Kerr	Thomas, Okla.
Frear	Knowland	Thye
Fulbright	McClellan	Wherry

Mr. MYERS. I announce that the Senator from Connecticut [Mr. BENTON], the Senator from Mississippi [Mr. EAST-

LAND], the Senator from Louisiana [Mr. LONG], the Senator from Illinois [Mr. LUCAS], the Senator from Washington [Mr. MAGNUSON], the Senators from West Virginia [Mr. NEELY and Mr. KILGORE], and the Senator from Alabama [Mr. SPARKMAN] are absent on public business.

The Senator from Texas [Mr. JOHNSON] is absent because of illness in his family.

The Senator from Tennessee [Mr. KEFAUVER] and the Senator from Maryland [Mr. O'CONOR] are absent because of illness.

The Senator from New York [Mr. LEHMAN] is absent by leave of the Senate.

The Senator from Idaho [Mr. TAYLOR] is absent by leave of the Senate.

Mr. WHERRY. The Senator from Vermont [Mr. AIKEN], the Senator from Washington [Mr. CAIN], and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The senior Senator from Maine [Mr. BREWSTER], the senior Senator from New Hampshire [Mr. BRIDGES], the Senator from Indiana [Mr. CAPEHART], the junior Senator from Massachusetts [Mr. LODGE], the senior Senator from Massachusetts [Mr. SALTONSTALL], the junior Senator from Maine [Mrs. SMITH], the Senator from Ohio [Mr. TAFT], and the junior Senator from New Hampshire [Mr. TOBEY] are necessarily absent.

The Senator from Pennsylvania [Mr. MARTIN] is absent on official business.

The PRESIDENT pro tempore. A quorum is not present. The clerk will call the names of the absent Senators.

The legislative clerk called the names of the absent Senators, and Mr. DONNELL, Mr. HUMPHREY, Mr. IVES, Mr. JOHNSON of Colorado, Mr. LANGER, Mr. McMAHON, Mr. MURRAY, Mr. MYERS, Mr. SCHOEPPPEL, Mr. WATKINS, Mr. WILLIAMS, and Mr. YOUNG answered to their names when called.

The PRESIDENT pro tempore. A quorum is not present.

Mr. MYERS. I move that the Sergeant at Arms be directed to request the attendance of absent Senators.

The motion was agreed to.

The PRESIDENT pro tempore. The Sergeant at Arms will execute the order of the Senate.

After a little delay, Mr. McFARLAND, Mr. GEORGE, Mr. CHAPMAN, Mr. GRAHAM, Mr. WILEY, Mr. SMITH of New Jersey, Mr. O'MAHONEY, Mr. BRICKER, Mr. GURNEY, Mr. HOEY, Mr. BUTLER, Mr. STENNIS, and Mr. HUNT entered the Chamber and answered to their names.

The PRESIDENT pro tempore. A quorum is present.

Mr. DOUGLAS. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator from Illinois is recognized. What is the parliamentary inquiry?

Mr. DOUGLAS. Do I understand correctly that the Chair ordered the remarks of the junior Senator from Illinois and the junior Senator from Oregon stricken from the RECORD on the ground that they were in violation of subsection 3 of rule XIX, namely, "No Senator in

debate shall refer offensively to any State of the Union?"

The PRESIDENT pro tempore. That was the ruling of the Chair at the time.

Mr. DOUGLAS. Then, in accordance with the provision of subsection 5 of rule XIX, I ask that the exceptionable words at which the Chair took offense be taken down in writing, and read at the table for the information of the Senate.

The PRESIDENT pro tempore. That will be done immediately. Send for Mr. Budlong, the Official Reporter.

Mr. DOUGLAS. I ask that the whole debate be read, including the remarks of the Senator from Oregon.

Mr. CHAVEZ. Mr. President—

The PRESIDENT pro tempore. The Chair will state that the RECORD shows this:

The Chair asks unanimous consent that the statements made by the Senator from Oregon and the Senator from Illinois be stricken from the RECORD.

Mr. DOUGLAS. I object. I have made no reflection upon any State and the RECORD will show that.

The PRESIDENT pro tempore. The Senator will be in order and may proceed in order.

Mr. DOUGLAS. Mr. President, I ask to have my statement read by the Official Reporter.

The PRESIDENT pro tempore. Is there objection?

Mr. DOUGLAS. What was the section of the statement of the Senator from Illinois at which the Chair took offense?

The PRESIDENT pro tempore. The Official Reporter will read the statement which the Senator from Illinois desires to have read.

Mr. DOUGLAS. The history of this passage is as follows: The Senator from Illinois was saying that the formula for Federal aid to roads had been devised so as to favor the agricultural States at the expense of the big industrial States.

Mr. DOUGLAS. Mr. President, will the Chair read a little louder?

The PRESIDENT pro tempore. The Chair hopes he can read loud enough. He will ask the Clerk to read it. How much does the Senator desire to have read?

Mr. DOUGLAS. Under paragraph 5 of rule XIX it is provided, "the exceptionable words shall be taken down in writing and read at the table for the information of the Senate." I therefore ask the President pro tempore to state the exceptionable words the Senator from Illinois uttered.

Mr. WHERRY. Mr. President, will the Senator yield for a parliamentary inquiry?

Mr. DOUGLAS. No; I do not think I will.

The PRESIDENT pro tempore. The Senator from Illinois declines to yield.

Mr. DOUGLAS. I think any parliamentary inquiry should be addressed to the Chair.

Mr. WHERRY. I am asking unanimous consent to make the inquiry. I will address the parliamentary inquiry to the Chair, if the Senator will yield for that purpose.

Mr. DOUGLAS. That is all right.

Mr. WHERRY. The reading of the statement suggests that the Chair asked unanimous consent—

The PRESIDENT pro tempore. That is correct.

Mr. WHERRY. To have the remarks of the two Senators stricken from the

RECORD. The RECORD also shows that the distinguished Senator from Illinois objected. I thought it was the Senator from Oregon, but the RECORD shows it was the Senator from Illinois.

My parliamentary inquiry is, What is before the Senate? If it took unanimous consent to strike the words, and an objection was made, is not this whole subject matter cleared up at this time?

The PRESIDENT pro tempore. The Chair is advised by the Parliamentarian that when objection was raised, that ended the matter.

Mr. CHAVEZ. Mr. President—

Mr. DOUGLAS. Reserving the right to object, I understood the President pro tempore of the Senate to rule that the junior Senator from Illinois had violated rule XIX and that the junior Senator from Oregon had violated rule XIX. I did not understand that unanimous consent had been asked, but that there was a ruling by the Chair eliminating certain remarks from the RECORD.

If the President pro tempore now says that was not a ruling, that he did not rule as Presiding Officer, but merely made a request as a Member of the Senate, I should like to have the RECORD show that. I merely do not want an incorrect entry in the RECORD.

Mr. CHAVEZ. Mr. President—

The PRESIDENT pro tempore. The Senator from Illinois has the floor, but he must proceed in order.

Mr. CHAVEZ. Mr. President, a point of order.

The PRESIDENT pro tempore. Does the Senator from Illinois yield?

Mr. CHAVEZ. I think I can make a point of order.

Mr. DOUGLAS. I yield, if thereby I do not lose my right to the floor.

Mr. CHAVEZ. It is not the desire of the senior Senator from New Mexico to have any Senator lose the floor, but I should like to proceed in order. The junior Senator from Illinois has requested that the RECORD be read.

The PRESIDENT pro tempore. Let it be read.

Mr. CHAVEZ. The RECORD was read, and so far as I know, there was nothing in it which would impugn the motives of the Senator from Illinois. I have not heard a thing in the RECORD which would impugn the motives of the Senator from Illinois. That being the case, may I make a parliamentary inquiry?

The PRESIDENT pro tempore. The Senator will state it.

Mr. CHAVEZ. Why can we not proceed in an orderly manner? If anything was said that should not have been said, may I ask unanimous consent that the junior Senator from Illinois proceed in order?

Mr. DOUGLAS. Mr. President, reserving the right to object—

The PRESIDENT pro tempore. All in favor of granting the request—

Mr. DOUGLAS. Mr. President, I was reserving the right to object.

The PRESIDENT pro tempore. All those in favor—

Mr. DOUGLAS. Mr. President, I am reserving the right to object to the unanimous-consent request.

The PRESIDENT pro tempore. Will say "aye." Opposed "no."

Mr. DOUGLAS. Mr. President, this was a proposal for unanimous consent, and I said "reserving the right to object."

Mr. CHAVEZ. Mr. President—

The PRESIDENT pro tempore. The Senator from New Mexico.

Mr. CHAVEZ. I withdraw the unanimous-consent proposal and make the motion that the Senator from Illinois or any other Senator may proceed in order.

Mr. DOUGLAS. Mr. President, before that motion is passed upon I should like to make an inquiry of the Chair. When he ordered the remarks of the junior Senator from Oregon and the junior Senator from Illinois stricken from the RECORD, was he speaking as President pro tempore of the Senate and making a ruling, or was he asking unanimous consent of his fellow Members of the Senate?

The PRESIDENT pro tempore. The Chair made a unanimous-consent request.

Mr. JOHNSTON of South Carolina. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. JOHNSTON of South Carolina. As I understand what happened in the Senate, the President pro tempore, as a Senator asked for unanimous consent, which a Senator has the right to do, even when he is in the chair.

The PRESIDENT pro tempore. That is what the chair did.

Mr. JOHNSTON of South Carolina. The unanimous-consent request was refused, and the Senator from Tennessee, as the presiding officer, then ruled that the Senator from Illinois should proceed in order.

Mr. DOUGLAS. Mr. President, in view of the fact that the charge has been made by the Senator from Tennessee, if not by the Presiding Officer, that the junior Senator from Illinois referred offensively to any State of the Union, in violation of section 5, rule XIX, I ask that the words to which exception was taken be taken down in writing and read at the table to the Senate, and then I ask the Chair to rule whether the Senator from Illinois referred offensively to any State of the Union.

The PRESIDENT pro tempore. The Official Reporter will read his notes.

The Official Reporter (Mr. Herbert N. Budlong) read as follows:

It will effect a saving of \$310,000,000—

Mr. DOUGLAS. Will the reporter—

The PRESIDENT pro tempore. The Senator from Illinois must address the Chair.

Mr. DOUGLAS. I beg the Chair's pardon. Mr. President, may I request that the reporter speak somewhat more loudly so the junior Senator from Illinois can hear with what he is being charged?

The PRESIDENT pro tempore. The Chair requests that the reporter speak as loudly as he can so the Senator from Illinois may hear him.

Mr. DOUGLAS. I thank the Chair.

The Official Reporter read as follows:

It will effect a saving of \$310,000,000 of Federal funds for each of those years, or a total of \$620,000,000 for the 2 years. But

that is not the total amount that will be saved, because this is a Federal program, and each dollar of Federal money must be matched by the States with an equal amount of State or local money. So when we save \$620,000,000 of Federal money, we correspondingly save \$620,000,000 of State and local money; and therefore my proposed amendments will effect a total having of \$1,250,000,000 in the 2 years, 1952 and 1953. These savings can be transferred from the building of roads and made available for the great program of military preparation to which the Nation must be committed.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield.

Mr. MORSE. I am not sure I caught the significance of what the Senator from Illinois said in regard to the provisions of the bill, but I understood him to say that it was proposed to make funds available for the so-called secondary or county roads. Does the Senator from Illinois interpret the bill to mean that there is now an endeavor upon the part of some of the States which, in years gone by, have not really done their share of appropriating State funds for so-called country roads, now to ask the Federal Government in large measure to build those roads for them?

Mr. DOUGLAS. Or to share the burden—yes—because the requested appropriations are \$225,000,000 for primary and \$200,000,000 for secondary roads.

Mr. MORSE. Is it not true that in a good many of the Northern and Western States in years gone by the legislatures have appropriated State funds and have imposed State gasoline taxes, for example, requiring a certain portion of such taxes to be applied to the so-called county roads, whereas a good many of the Southern States have not taken the same kind of State action that the Northern and Western States have taken?

Mr. DOUGLAS. That is my understanding, and I thought possibly that might be the reason why the appropriations for secondary roads are stepped up in the pending bill now.

Mr. MORSE. I think the situation calls for frankness. Does the Senator agree with me that what we are observing here is another attempt on the part of Southern States to get all the people of the country to do for the Southern States some things that they ought to be doing for themselves, by way of appropriating larger portions of State funds for the building of their own country roads, and let the Federal funds go into so-called primary roads and military roads that will benefit all the people of the country?

Mr. DOUGLAS. I think the Senator's observation is correct, but I want the RECORD to show that it was the Senator from Oregon who raised this issue, not the Senator from Illinois. I do not like to raise sectional issues on the floor of the Senate. But since the matter has been raised, I think the Southern and Southwestern States have not developed their secondary roads as they should. Although I am very favorable to grant-in-aid formulas which will help the poorer States, I have never felt that it was the responsibility of the Federal Government to maintain feeder roads to go into the great central highways.

Mr. MORSE. That is exactly my position. I am strong for Federal aid in a great many fields, including the building of so-called primary roads and military roads which can be justified on the basis of national defense. But as I study the history of this bill and its contents, I am convinced that it is a grab-bag of Federal funds for roads which the Southern and Southwestern States should get busy and appropriate funds to build, and they should not expect the Fed-

eral Government to build the county roads for them.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. DOUGLAS. I am glad to yield.

Mr. McCLELLAN. Since the able Senator from Oregon wants to single out a section of the Nation and try to place it in a bad light in connection with the consideration of this bill, I want to ask the Senator if he knows that the State of Arkansas diverts none of its road money or tax money to any other purposes, but has done exactly what the Senator from Oregon charges that Southern States have not done, and that is to turn back part of its tax money to the county and local interests for the building of county roads.

When slurring remarks are now being made about other sections of the country, I can say to the Senator from Oregon that Western States were here begging for more than the Senate granted.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield.

Mr. MORSE. I wish to say to the Senator from Arkansas that I made no slurring remark about any section of the country. I am talking about what the facts will show in regard to the funds the Southern States have used for the building of county roads, in comparison with the funds which have been used for the building of country roads by the Western States.

Mr. DOUGLAS. Mr. President, I think I think I should interpose my body between the Senator from Arkansas and the Senator from Oregon, in order to insulate any possible heat which may develop.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. DOUGLAS. Yes, but this will be the last time I shall yield.

Mr. McCLELLAN. I wish to state that the thing the Senator from Oregon has charged against the South as a whole does not apply to the State of Arkansas. When he makes such charges, he should not make them broadside and include those who do not come within the attack he makes.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield just once more.

Mr. MORSE. At the appropriate time I shall discuss this issue from the standpoint of what the Southern States have and have not done.

Mr. DOUGLAS. Mr. President, let me say that I was not attempting to put any section of the country in pillory.

The second point I want to develop is that progressively over the history of the road appropriations, we have found the smaller States from the point of view of population the Southern States, the Southwestern States, yes, and the Western States combining together to get larger and larger amounts of the total funds appropriated, and to diminish the share which the big and thickly settled industrial States receive. Mr. President, that began when they devised the formula for apportioning funds for primary roads. The formula discriminates against the big industrial States, because there were three factors taken into account and given equal weight in the apportionment of the total amount to primary roads:

First, total population. I agree with the Senator from New York that this is probably the best single criterion to use.

Second, area. I would admit that in many cases the factor area should also be considered.

But, third, in the distribution of funds, the proportion of rural and star route mileage within the State.

The third factor, at least, is something which gives tremendous weight to the agricultural States, and discriminates very much

against industrial States, such as Rhode Island, Delaware, New Jersey, New York, Illinois, Ohio, and Oregon, although we are partially rural States, as well. In other words, through the formula for primary roads, the share of the industrial States is diminished by putting in the rural route factor.

Mr. DOUGLAS. Mr. President, what were the offensive words which were uttered by the junior Senator from Illinois and the senior Senator from Oregon which caused the Senator from Tennessee to ask unanimous consent that their remarks be stricken?

The PRESIDENT pro tempore. They have just been read, as the Senator heard.

Mr. DOUGLAS. What were the particular offensive words? Do I understand the Senator from Tennessee now moves that these remarks be eliminated from the RECORD?

The PRESIDENT pro tempore. The Senator from Tennessee is making no motion.

Mr. CHAVEZ. Mr. President—

The PRESIDENT pro tempore. Does the Senator from Illinois yield to the Senator from New Mexico?

Mr. DOUGLAS. I yield for a question.

Mr. CHAVEZ. Mr. President, I made a motion a while ago, and I wish to ask a question.

The motion was that the Senator from Illinois, irrespective of the record, proceed in order.

The PRESIDENT pro tempore. The question is on agreeing to the motion. The motion is not debatable.

The question is on agreeing to the motion. [Putting the question.]

The motion is agreed to, and the Senator from Illinois will proceed in order.

Mr. DOUGLAS. Mr. President, I wish to thank my colleagues for upholding the right of free debate in the Senate of the United States.

Mr. McFARLAND. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield.

Mr. McFARLAND. Did the Senator from Illinois mean unlimited debate?

Mr. DOUGLAS. No; I do not believe in the right of unlimited debate, but I do believe in the right of free debate.

Mr. McFARLAND. I simply wanted the record to show just what the Senator meant.

Mr. DOUGLAS. I mean the right of a Senator to speak without being muzzled by the Presiding Officer, contrary to the rules of the Senate.

The PRESIDENT pro tempore. The Chair resents that statement.

Mr. McFARLAND. I simply wish to know whether the Senator from Illinois joins with those of us who believe in unlimited debate.

Mr. DOUGLAS. No.

Mr. President, do I have the floor?

The PRESIDENT pro tempore. Yes, and the Senator will proceed in order.

Mr. DOUGLAS. Mr. President, I was thanking the Senators for the courtesy they have shown by permitting a Senator to discuss the bill and to point out that the apportionment of funds was in favor

of some sections of the country and at the expense of other sections.

Now that the adventitious effect of the ruling and the quorum call has been to bring to the floor of the Senate a somewhat larger group of Senators than I could ever have obtained in attendance on my own merits, I should like to refer to the fact that the pending bill calls for an authorization vastly in excess of what the country should pay, because it commits the country for the fiscal years 1952 and 1953 to appropriations of \$620,000,000 a year, \$120,000,000 more than the President requested, and \$235,000,000 more than the Senate has voted to appropriate for the current year. Sixty percent more is proposed to be authorized for appropriation now, despite the fact that we are in the midst of a shooting war in Korea, and despite the fact that all of us know that we are committed to make annual military appropriations of at least \$10,000,000,000 more for subsequent years.

Let us make no mistake about it; this authorization is in effect an appropriation. I submit that we should cut the total authorization at least in half, or to not more than \$310,000,000.

RURAL STATES FAVORED OVER INDUSTRIAL STATES

Mr. President, when the extraordinary interruption occurred some little time ago, I was proceeding to discuss the fact that in the history of Federal road legislation, the agricultural States have been favored, at the expense of the industrial States. I pointed out that the formula, under which comparative rural route and star route mileage was used as a third factor in connection with the determination of the shares which the various States would receive, had increased the amounts which the South, the Southwest—yes—and the West received. I hope it will not be regarded as a violation of rule XIX if I say that I think the industrial States, with their great populations, their great wealth, and their great number of automobiles, have been discriminated against in the provisions regarding the primary road system of the country.

Mr. President, a second step which was then taken in 1936 was that Federal aid was given to the secondary roads, not merely to the primary roads.

Mr. McFARLAND. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield for a question.

Mr. McFARLAND. I wish to ascertain if I correctly understand the statement the Senator has made. Is the Senator from Illinois opposed to the formula which has been used for primary roads?

Mr. DOUGLAS. I was stating how the formula discriminated against the heavily populated industrial States. I was leading up to the point which I now state, namely, that the formula for primary roads, which I think is unfair to the industrial States, but which I am not proposing to change at this time, should not be extended to interstate highways; we should not as the Senate committee has done take away the last fair break which the industrial States receive.

Mr. KERR. Mr. President, will the Senator yield for a question?

Mr. DOUGLAS. I yield with some trepidation to the Senator from Oklahoma.

Mr. KERR. Did I correctly understand the Senator from Illinois to say that he is not proposing at this time to change the allocation, as made by the Congress?

Mr. DOUGLAS. Not for primary roads, secondary roads, or the urban highways; but it is my expectation to support the amendment of the junior Senator from Massachusetts to retain population as a factor for apportioning the funds for interstate highways.

Mr. McFARLAND. Mr. President, will the Senator yield for another question?

Mr. DOUGLAS. I am glad to yield.

Mr. McFARLAND. Did the Senator ever drive across the highways of the deserts of New Mexico and Arizona?

Mr. DOUGLAS. No; I have not driven across those highways; that feature of my education has been neglected.

But let me ask the Senator from Arizona, in turn, whether he has tried to get through the great metropolitan cities of New York, Chicago, Detroit, Philadelphia, Providence, New Haven, and so on?

Mr. McFARLAND. Yes, if I may answer the Senator, I have; and I have gotten through those cities.

Mr. DOUGLAS. How much time did it take the Senator to get through them?

Mr. McFARLAND. Of course I have enjoyed seeing the cities and seeing the people as I went along. But the roads did not keep me from going through them. The traffic sometimes was congested. But I wish to invite the Senator to come to Arizona and New Mexico.

Mr. CHAVEZ. I hope the Senator will come to New Mexico first.

Mr. McFARLAND. Of course the Senator will have to go to New Mexico first, if he comes to Arizona, unless he goes around New Mexico; but I would not want to see him do that.

Mr. DOUGLAS. I would be delighted to go to both States. I hope it will not be regarded as a violation of rule XIX if I say that never were there two States with better sunsets, better sunrises, more charming and amiable people, and more gracious representatives in the Senate of the United States. I hope that statement by me is not a violation of rule XIX.

Mr. CHAVEZ. Mr. President, will the Senator yield at this point?

Mr. DOUGLAS. I yield for a question.

Mr. CHAVEZ. Does the Senator from Illinois know that because they realized the trials and tribulations of the urban sections, such as the city of Chicago, it was the President pro tempore, the distinguished senior Senator from Tennessee [Mr. McKellar], who now is presiding over the Senate, and the Senator from Arizona and the Senator from New Mexico who made it possible for Mayor Kennelly to appear before the committee and say, "Give us something in this bill"? Does the Senator know that?

Mr. DOUGLAS. We appreciate the graciousness of the Senators in permitting the mayor of an American city to appear before the committee. That is an

act of graciousness which we appreciate very much indeed.

Mr. CHAVEZ. Does the Senator from Illinois know that it was only of late—within the past 4 or 5 years—that it was possible for urban centers to get some kind of aid which they so badly needed?

Mr. DOUGLAS. I believe it was provided in the act of 1944.

Mr. CHAVEZ. Yes; and it is sound. The representatives of the Southwestern States were at the head of the battle to make it possible to grant that aid.

Mr. DOUGLAS. I thank the Senator from New Mexico; he is much too modest to refer to his own splendid part in securing the enactment of that legislation, and I now thank him for past favors, and express a lively hope for future justice.

Mr. President, the second step which was taken was in 1936, when Federal aid was extended for secondary roads. Like the junior Senator from Oregon [Mr. Morse], I have very grave doubt as to whether the provision of aid for secondary roads is really a Federal function. Some years ago I studied the debates both in the House and in the Senate on the original Federal Aid Act of 1916, as they appear in the CONGRESSIONAL RECORD. I had thought that issue was pretty well settled then. For Representative Shackleford, of Missouri, who is ordinarily known as the father of the Federal good-roads law, advocated a fundamental plan, not relating to actual national highways but to a series of farm-to-market roads going out from local marketing centers into the rural areas. That was the bill as passed by the House of Representatives in 1916. But the Senate took a somewhat broader point of view and felt that the constitutional power of Congress dealing with interstate commerce would require national highways rather than local transportation "ganglia," if I may use that phrase, running out from local marketing centers.

BASIC HIGHWAY ACT DID NOT INCLUDE SECONDARY ROADS

In the final act it was the judgment of the Senate, rather than the judgment of Representative Shackleford, which prevailed, and the purpose was to build up a national system of highways, with the understanding that the State and local units should provide for the local and county roads.

But, then, 20 years later the Federal Government was called in to help the States build secondary roads, and the formula again which was devised was one which favored the rural States rather than the industrial States. It did so because not only was area taken taken as one basis and star and rural-route mileage relative to the total of such mileage was taken as another, but the proportion of rural population was taken as a third factor rather than the proportion of total population. So that in this distribution once again the agricultural States scored.

Then, as the able Senator from Arizona [Mr. McFarland] points out in 1944, belatedly, cities were admitted to the Federal-aid program and authoriza-

tions were made and appropriations made to aid in the construction of highways through cities. I want to point out that this aid to cities came comparatively late in the Federal-aid program.

Mr. STENNIS. Mr. President, will the Senator yield for a question?

The PRESIDENT pro tempore. Does the Senator from Illinois yield to the Senator from Mississippi?

Mr. DOUGLAS. I am glad to yield.

Mr. STENNIS. Has not the entire trend of highway building throughout the Nation been to favor the cities, in that people moved into the cities and built up great industrial areas, based upon the factor of easy transportation? Has not that been the entire trend of development in our road program as a whole?

Mr. DOUGLAS. The trend has been toward the population moving into the cities, but the granting of Federal money has not accompanied the movement of population to the same degree, and the result is that in proportion to need we are giving more money to the rural localities than we are giving to the cities.

Mr. HOLLAND rose.

Mr. DOUGLAS. Mr. President, I shall be very glad to yield to my friends after I finish my remarks, but, if I may be permitted to do so, I should like to develop my argument. After that I shall be very glad to yield.

What has been happening is what the Senator from New York [Mr. Ives] pointed out yesterday, and what the Senator from Mississippi has just alluded to. Populations have been moving into the cities and into the suburban areas of cities perhaps to an even greater degree, and we have a situation in which the cities, with such State aid as they can get, are being compelled to make the connections between the national highways, which bring people into the cities, and which then pick them up after they leave the cities. But until 1944 the cities, States, and counties were expected to build these vital connecting links inside the cities themselves, where, as the Senator from New York has pointed out, the costs of construction are extremely high, due to the high costs of acquiring rights-of-way; six- and eight-lane highways, which are required, rather than two- and four-lane highways; the building of parkways; and the construction of underpasses and overpasses; so that the cost of 1 mile of road in Delaware, as a matter of fact, is approximately 30 times the cost of a mile of national highway in Wyoming. In cities the cost per mile is even greater than that, yet the cities have had this burden thrust upon them with little help.

I appreciate the graciousness of our friends in moving in 1944 to rectify this injustice, but I should like to point out that the cities came late to the board of Federal aid, and that they are still Cinderellas at that board, and that the current bill, which authorizes \$200,000,000 for secondary roads, only authorizes \$125,000,000 for urban roads. We are still Cinderellas and we are still neglected, although the comparative need for highways has shifted from the country to the cities.

Mr. CHAVEZ. Mr. President, will the Senator yield?

The PRESIDENT pro tempore. Does the Senator from Illinois yield to the Senator from New Mexico?

Mr. DOUGLAS. I am glad to yield.

Mr. CHAVEZ. In order to comply with the desires of the Senator from Illinois, will he submit an amendment now to increase the amount for urban purposes, so that the cities may not continue to be Cinderellas?

Mr. DOUGLAS. No. I am proposing that we reduce all appropriations, but that we do not reduce the appropriations for urban roads as much as we cut the appropriations for secondary roads.

I intend to submit an amendment providing that the amount for secondary roads, instead of being \$200,000,000, shall be \$75,000,000, and for urban roads, instead of \$125,000,000, shall be \$75,000,000. We are willing to go 50-50 on it, although we do not think that the secondary roads are entitled to any money. Out of our generosity, we are willing to go 50-50, but we do not want the advocates of secondary roads to walk off with everything.

Mr. KERR. Mr. President—

The PRESIDENT pro tempore. Does the Senator from Illinois yield to the Senator from Oklahoma?

Mr. DOUGLAS. I yield.

Mr. KERR. Mr. President, I am not asking the Senator to yield. I thought he had yielded the floor.

Mr. DOUGLAS. No; I have not yet yielded the floor.

Mr. KERR. I beg the Senator's pardon. I took it when the Senator turned away dramatically from the Senator from New Mexico, after having replied to the Senator's questions, he had concluded his remarks.

Mr. DOUGLAS. That was only an oratorical flourish, for which the Senator from Illinois begs the pardon of the Senator from Oklahoma.

The PRESIDENT pro tempore. The Senator from Illinois may proceed.

Mr. DOUGLAS. I shall stand behind my chair and place both hands on it, so that I do not alter my stance.

The committee now proposes to take a fourth step, namely, the construction of a system of interstate highways, which is now apportioned among the States on the basis of population. They now propose to introduce three factors of this formula, the same factors which are used for the allocation of funds for the primary highways, including, the total population, which I agree with the Senator from New York is the best single standard. But I have always tried to be broadminded about this question and to realize that open spaces, with marvelous climate and not many people, deserve some aid. Personally I should be willing to admit area as a second factor, but I draw the line at having rural and star route mileage included as the third factor, because an analysis will disclose that it helps the small or agricultural States which do not need aid for interstate highways in the same way the industrial States do.

I want to introduce into the RECORD in a moment certain figures to indicate the

disparity of the burden which the industrial States are bearing, and to request justice at the hands of the United States Senate.

Mr. CHAVEZ. Mr. President, will the Senator yield for a question?

The PRESIDENT pro tempore. Does the Senator from Illinois yield to the Senator from New Mexico?

Mr. DOUGLAS. I am glad to yield for a question.

Mr. CHAVEZ. Along the line the Senator has been discussing, that is, the formula itself, the Senator says it should be based on population, first, does he not?

Mr. DOUGLAS. Yes; that is the best single test.

Mr. CHAVEZ. Very well. That is according to the Senator's idea. But I still want to try to convince the Senator that he is wrong even about that.

Mr. DOUGLAS. I said, out of generosity, I would also include area.

Mr. CHAVEZ. That is correct; out of generosity, the Senator would also include area.

What is the provision of the Constitution which applies and which gives Congress the power to legislate on these questions? Is area the formula? Is it population, or is it post roads? Why should not mileage on post roads be a factor? The only authority the Congress has—and the Senator knows it—even to discuss the subject is the fact that the Constitution provides that Congress shall establish post offices and post roads. If that does not mean mileage, what does it mean?

Mr. DOUGLAS. It does not mean star-route mileage and it does not mean that each mile shall be given equal value.

Mr. CHAVEZ. Where does Congress get its authority, if it is not in the constitutional provision for the establishment of post offices and post roads?

Mr. DOUGLAS. I think that is the constitutional basis, along with congressional authority over interstate commerce; but does the Senator from New Mexico imply that Congress has been wrong in the past in apportioning interstate highways on the basis of population, and it has been unconstitutional in its appropriations.

Mr. CHAVEZ. No; it has not been wrong.

Mr. DOUGLAS. Then we shall not be wrong if we continue it in its present form?

Mr. CHAVEZ. We have continued it in its present form.

Mr. DOUGLAS. That is the proposal of the Senator from Illinois.

Mr. CHAVEZ. The proposal of the committee was to continue the present course, because we were thinking of the justice about which the Senator so eloquently speaks.

Mr. DOUGLAS. I understand the Senator is proposing that the formula be changed to a triple formula—area, population, and star-route mileage.

Mr. CHAVEZ. That is the formula which we intend to continue.

Mr. DOUGLAS. That has been the formula for primary roads.

Mr. KERR. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield for a question.

Mr. KERR. Is the Senator aware of the fact that there has never been any legislation with reference to interstate highways, and there is, therefore, no formula with reference to something as to which there is not now and never has been legislation?

Mr. DOUGLAS. What about the bill passed by the House of Representatives?

Mr. KERR. That does not constitute a law. There is a bill now pending before the Senate which has been passed by the House. There is no record of money having been appropriated for an interstate highway system on a population formula, accruing to the benefit of the cities of the great State which the Senator from Illinois represents. There has never been a dollar appropriated for that purpose. Did not the Senator know that?

Mr. DOUGLAS. Yes. Is it not true, however, that the House of Representatives apportioned money between the States for interstate highways on the basis of population, in House bill 7941, as passed by the House?

Mr. KERR. The Senator is aware of the fact that the pending bill contains a proposal with reference to an additional formula and an additional allocation, a formula of which population is one of the factors. But that is not law. There is no record of a dollar having been appropriated by the Congress, for roads in any interstate highway system under any formula.

Mr. DOUGLAS. Is it not true that the amounts authorized by the House were to be distributed on the basis of population?

Mr. KERR. It is true that that proposal is in the bill; but that is not what the Senator said; that is not the remark which the Senator made about which the Senator from Oklahoma is interrogating him.

Mr. DOUGLAS. Those were the remarks which the Senator from Illinois intended to make, and if he did not make them, he would like to have the Record changed to that extent.

Mr. KERR. Was not the Senator talking about a record of appropriations, what had been done, and the injustices which had existed?

Mr. DOUGLAS. I spoke of authorizations, which amount to commitments for appropriations.

Mr. KERR. Is not the Senator aware of the fact that there has never been an authorization for an interstate highway system by the Congress of the United States, and there is not now such an authorization?

Mr. DOUGLAS. What about the action of the House of Representatives?

Mr. KERR. The Senator is speaking of a proposed piece of legislation.

Mr. DOUGLAS. Was it not passed by the House of Representatives?

Mr. CHAVEZ. The committee amended it.

Mr. DOUGLAS. That is the point.

Mr. KERR. Does the Senator mean to say that that is legislation?

Mr. DOUGLAS. It was passed by the House of Representatives. What I am trying to say is that the formula proposed by the House of Representatives,

to my mind, is a far more equitable formula than is the formula proposed by the Senate. Whether or not this is connected with the fact that the large States have more equitable representation in the House of Representatives than they have in the Senate, I shall leave for the Members of the Senate and the public to decide.

Mr. HOLLAND. Mr. President, will the Senator yield?

Mr. DOUGLAS. I prefer not to yield for the moment.

Mr. HOLLAND. Mr. President, the Senator yields to every other Senator. I assure him that the Senator from Florida is not the big bad wolf.

Mr. DOUGLAS. No Senator is a big, bad wolf, but it so happens that my emotions move in waves. I am very generous to my colleagues in yielding to them, and then when I realize that this generosity is preventing me from making my points, the Senator from Florida jumps up and I have no opportunity to finish my statement. It is merely one of those fortuitous accidents.

Mr. HOLLAND. I appreciate the Senator's comment, but I really think the question which I was about to ask and the comment which I was about to make, if permitted to do so, might throw some light upon one of the matters which the Senator from Illinois has been mentioning from time to time, namely, the generosity of the rest of the Nation toward certain States and the unwillingness or refusal heretofore of certain parts of the Nation, the South and Southwest, I believe he referred to, to do their part in the matter of road building.

Mr. DOUGLAS. No. The Senator from Florida is in error. I merely said that the formulas regarding the distribution of Federal aid were devised and put into effect in such a way as to favor the South, the Southwest, and the West at the expense of the big industrial States of New York, New Jersey, Pennsylvania, Rhode Island, Connecticut, Ohio, Indiana, Illinois, Michigan, and California.

Mr. HOLLAND. Mr. President, will the Senator yield at this time for a question along the line which I have been suggesting?

Mr. DOUGLAS. My affection for the Senator from Florida is so great that even though I am at a low point in my curve of patience, I shall be glad to yield. Though the tide is at the ebb, the Senator may launch his boat.

Mr. HOLLAND. I thank the Senator, and I hope that I shall not break that curve of patience by anything I may say. I wonder if the Senator realizes that the very States to which he has referred as being the objects of generosity and as being unwilling heretofore to perform their own full part in the building of secondary roads.

Mr. DOUGLAS. That is not quite my statement.

Mr. HOLLAND. That is as I understood his statement. I wonder if the Senator understands that those States are the States which uniformly have taxed themselves far the heaviest on gasoline in order that they might build such roads, and I wonder, specifically, if the Senator realizes that his State of Illinois has a 3-cent gas tax for that purpose,

whereas the State of Florida, which is in the area to which he has referred, has a 7-cent tax on gas, every cent of which is dedicated to road construction.

Mr. DOUGLAS. The Senator from Illinois has been careful to make no personal reference of either an offensive or mildly derogatory character about any State in the Union. He does not intend to transgress in that respect.

I am afraid that if I were to mention any State even in a slightly derogatory fashion it might result in my being ruled off the floor. At any rate, the junior Senator from Oregon has stated that he wants to develop this phase of the debate.

Mr. HOLLAND. Would the Senator be willing at this time, because of the mention which the Senator from Florida has already made of the subject of gasoline taxes, to have included as part of the next question of the Senator from Florida the table appearing at page 617 of the hearings before the Committee on Public Works of the House of Representatives, which shows the gasoline tax rate in all the States of the Union as of March 1, 1950?

Mr. DOUGLAS. I would be very happy to have the Senator do so.

There being no objection, the table was ordered to be printed in the Record, as follows:

State gasoline tax rates as of Mar. 1, 1950

State:	Tax rate (cents per gallon)
Alabama.....	6.0
Arizona.....	5.0
Arkansas.....	6.5
California.....	4.5
Colorado.....	6.0
Connecticut.....	4.0
Delaware.....	5.0
Florida.....	7.0
Georgia.....	7.0
Idaho.....	6.0
Illinois.....	3.0
Indiana.....	4.0
Iowa.....	4.0
Kansas.....	5.0
Kentucky.....	7.0
Louisiana.....	9.0
Maine.....	6.0
Maryland.....	5.0
Massachusetts.....	3.0
Michigan.....	3.0
Minnesota.....	5.0
Mississippi.....	6.0
Missouri.....	2.0
Montana.....	6.0
Nebraska.....	6.0
Nevada.....	4.5
New Hampshire.....	4.0
New Jersey.....	3.0
New Mexico.....	7.0
New York.....	4.0
North Carolina.....	7.0
North Dakota.....	4.0
Ohio.....	4.0
Oklahoma.....	6.5
Oregon.....	6.0
Pennsylvania.....	5.0
Rhode Island.....	4.0
South Carolina.....	6.0
South Dakota.....	4.0
Tennessee.....	7.0
Texas.....	4.0
Utah.....	4.0
Vermont.....	5.0
Virginia.....	6.0
Washington.....	6.5
West Virginia.....	5.0
Wisconsin.....	4.0
Wyoming.....	4.0
District of Columbia.....	4.0

Mr. HOLLAND. Mr. President, the table shows that many of the industrial States have tax rates on gasoline in the general average of 3 or 4 cents. The States to which the Senator from Illinois has referred as being the object of generosity uniformly have a much greater gas tax. Florida has a tax of 7 cents; Georgia, 7 cents; North Carolina, 7 cents; South Carolina, 6 cents; Tennessee, 7 cents; Alabama, 6 cents; Mississippi, 6 cents; Louisiana, 9 cents; Arkansas, 6½ cents. I mention those States merely by way of illustration. Did the Senator realize that there was that great disparity between the rate of gasoline taxation in the various States which the Senator has criticized as being the object of unnecessary and unequal generosity by the Federal Government and certain industrial States.

Mr. DOUGLAS. I did not have the detailed figures as to the rate of the gasoline tax levied by each State or whether these taxes are all spent for roads. I do want to protest that the Senator from Florida is attributing remarks to the junior Senator from Illinois which he did not intend to make, namely, that the rest of the country regretted that the South, Southwest, and West were objects of generosity. I merely said that

we have tried to be generous in bearing even more than our share of the national burden, but we do not wish to have these States press too far their numerical advantage in the United States Senate on the question of interstate highways. We do not want them to put over a formula which will throw a much larger burden on the other States.

Mr. HOLLAND. Mr. President, will the Senator yield for one additional question?

Mr. DOUGLAS. I am delighted to yield to the Senator from Florida.

Mr. HOLLAND. Does not the Senator think that a State which levies a 7-cent gas tax on gas consumed in such State, and requires that all of it shall be spent upon the roads or upon the servicing of road bonds, does at least as good a job for its own road needs as does the State of Illinois, which levies only a 3-cent tax upon gasoline consumed within that State?

Mr. DOUGLAS. On the basis of the facts as stated by the Senator from Florida, it seems to me that the State of Florida is doing very well indeed. I would like to point out, however, that the South and Southwest, under the present formula for primary and secondary roads, are getting far more favors than

the industrial States. But I draw the line on funds for interstate highways which should be allotted according to population. I am not at all certain that in the other States which the Senator has cited the full amount of the gas tax must be used for the construction of secondary roads. I am not certain of that. I hope that question can be cleared up in the course of debate. Certainly it has not been my intention to mention any State unfavorably.

Mr. President, I do not want to take up too much additional time, because I see my good friend the Senator from Mississippi [Mr. STENNIS], who has been delayed for some time in speaking on this subject. I should like to ask unanimous consent to have included in the Record at this point in my remarks tables which I have prepared showing the percentage of road funds authorized by States, compared with the percentage of vehicles registered by States, the percentage of Federal gas tax paid by States, the percentage of population, and the percentage of income, estate, and gift taxes paid by each State.

There being no objection, the tables were ordered to be printed in the Record, as follows:

TABLE I.—Comparative table of States showing how formulas in H. R. 7941 operate against heavily populated, industrial States¹

State	Amount of authorization in H. R. 7941	Percent of total authorization	Percent of total vehicle registrations	Percent of total Federal gas tax paid	Percent of total population (1950 census)	Percent of revenue paid ¹	State	Amount of authorization in H. R. 7941	Percent of total authorization	Percent of total vehicle registrations	Percent of total Federal gas tax paid	Percent of total population (1950 census)	Percent of revenue paid ¹
Alabama.....	\$12,049,000	1.94	1.34	1.43	2.00	0.75	New Hampshire.....	\$2,836,000	0.46	0.37	0.37	0.35	0.23
Arizona.....	7,693,000	1.24	.54	.64	.49	.30	New Jersey.....	10,857,000	1.75	3.23	3.36	3.30	3.24
Arkansas.....	9,308,000	1.50	.97	.98	1.33	.37	New Mexico.....	8,222,000	1.33	.46	.56	.45	.22
California.....	31,971,000	5.31	9.34	9.40	6.99	2.03	New York.....	36,424,000	5.87	7.71	6.99	9.16	18.58
Colorado.....	9,578,000	1.54	1.14	1.02	.87	.78	North Carolina.....	14,254,000	2.30	2.60	2.33	2.66	1.06
Connecticut.....	5,534,000	.90	1.48	1.41	1.33	2.75	North Dakota.....	7,456,000	1.20	.58	.42	.41	.26
Delaware.....	2,587,000	.42	.22	.25	.21	.59	Ohio.....	23,965,000	3.87	5.81	5.88	5.27	8.91
Florida.....	9,314,000	1.50	1.94	1.93	1.80	.57	Oklahoma.....	12,201,000	1.97	1.69	1.54	1.48	.97
Georgia.....	14,058,000	2.27	1.77	1.91	2.26	1.02	Oregon.....	9,875,000	1.59	1.41	1.38	1.00	.99
Idaho.....	6,351,000	1.02	.55	.50	.39	.25	Pennsylvania.....	28,167,000	4.54	6.19	6.08	6.95	8.01
Illinois.....	26,043,000	4.20	5.41	5.86	5.80	8.56	Rhode Island.....	3,393,000	.55	.53	.47	.52	.58
Indiana.....	14,893,000	2.40	3.00	3.03	2.61	1.85	South Carolina.....	7,725,000	1.25	1.18	1.14	1.40	.44
Iowa.....	13,535,000	2.19	2.21	2.08	1.73	1.26	South Dakota.....	7,901,000	1.27	.61	.55	.43	.25
Kansas.....	13,340,000	2.15	1.83	1.50	1.26	1.04	Tennessee.....	12,594,000	2.03	1.68	1.77	2.18	.94
Kentucky.....	10,792,000	1.74	1.55	1.53	1.93	.76	Texas.....	36,617,000	5.91	5.76	6.15	5.12	4.22
Louisiana.....	9,279,000	1.45	1.36	1.35	1.80	.94	Utah.....	6,043,000	.97	.50	.54	.45	.25
Maine.....	4,809,000	.78	.57	.65	.61	.32	Vermont.....	2,570,000	.41	.26	.28	.25	.12
Maryland.....	5,924,000	.96	1.38	1.33	1.53	3.28	Virginia.....	11,200,000	1.81	1.84	2.05	2.18	1.15
Massachusetts.....	11,007,000	1.78	2.64	2.68	3.13	3.60	Washington.....	10,291,000	1.66	2.80	1.82	1.57	1.64
Michigan.....	20,649,000	3.33	4.95	4.80	4.20	5.18	West Virginia.....	6,448,000	1.04	.98	1.10	1.33	.65
Minnesota.....	15,117,000	2.44	2.39	2.15	1.97	1.72	Wisconsin.....	14,091,000	2.27	2.52	2.45	2.26	1.89
Mississippi.....	9,900,000	1.60	1.98	1.11	1.30	.33	Wyoming.....	6,188,000	1.00	.26	.32	.19	1.14
Missouri.....	17,131,000	2.76	2.68	2.95	2.60	2.45	Hawaii.....	2,473,000	.40
Montana.....	10,080,000	1.63	.55	.49	.39	.28	District of Columbia.....	3,681,000	.59	.41	.55	.53
Nebraska.....	10,307,000	1.66	1.22	1.13	.91	.80	Puerto Rico.....	3,544,000	.57
Nevada.....	6,385,000	1.03	.15	.20	.11	.14							

¹ Income, estate, and gift taxes only.

TABLE II.—Comparison of 12 Mountain and Plains States with 7 industrial and 9 Southern States as affected by H. R. 7941

State	Amount of authorization in H. R. 7941	Percent of total authorization	Percent of total vehicle registrations	Percent of total Federal gas tax paid	Percent of total population (1950 census)	Percent of revenue paid ¹	State	Amount of authorization in H. R. 7941	Percent of total authorization	Percent of total vehicle registrations	Percent of total Federal gas tax paid	Percent of total population (1950 census)	Percent of revenue paid ¹
A. MOUNTAIN AND PLAINS STATES							A. MOUNTAIN AND PLAINS STATES—continued						
Montana.....	\$10,080,000	1.63	0.55	0.49	0.39	0.28	Kansas.....	\$13,340,000	2.15	1.83	1.50	1.26	1.04
Idaho.....	6,351,000	1.02	.55	.50	.39	.25	Nebraska.....	10,307,000	1.66	1.22	1.13	.91	.80
Utah.....	6,043,000	.97	.50	.54	.45	.25	North Dakota.....	7,456,000	1.20	.58	.42	.41	.26
Wyoming.....	6,188,000	1.00	.26	.32	.19	.14	South Dakota.....	7,901,000	1.27	.61	.55	.43	.25
Colorado.....	9,578,000	1.54	1.14	1.02	.87	.78	Total, 12 Mountain and Plains States.....						
New Mexico.....	8,222,000	1.33	.46	.56	.45	.22		99,544,000	16.04	6.39	8.66	6.35	4.71
Arizona.....	7,693,000	1.24	.54	1.43	.49	.30							
Nevada.....	6,385,000	1.03	.15	.20	.11	.14							

¹ Income, estate, and gift taxes only.

TABLE II.—Comparison of 12 Mountain and Plains States with 7 industrial and 9 Southern States affected by H. R. 7941—Continued

State	Amount of authorization in H. R. 7941	Percent of total authorization	Percent of total vehicle registrations	Percent of total Federal gas tax paid	Percent of total population (1950 census)	Percent of revenue paid ¹	State	Amount of authorization in H. R. 7941	Percent of total authorization	Percent of total vehicle registrations	Percent of total Federal gas tax paid	Percent of total population (1950 census)	Percent of revenue paid ¹
B. INDUSTRIAL STATES							C. SOUTHERN STATES—CON.						
New York.....	\$36,424,000	5.87	7.71	6.99	9.16	18.58	Kentucky.....	\$10,792,000	1.74	1.55	1.53	1.93	\$0.76
New Jersey.....	10,857,000	1.75	3.23	3.36	3.30	3.24	Louisiana.....	9,279,000	1.45	1.36	1.35	1.80	.94
Pennsylvania.....	28,167,000	4.54	6.19	6.08	6.95	8.11	Mississippi.....	9,900,000	1.60	1.98	1.11	1.30	.33
California.....	31,971,000	5.31	9.34	9.40	6.99	9.03	Oklahoma.....	12,201,000	1.97	1.69	1.64	1.48	.97
Illinois.....	26,043,000	4.20	5.41	5.56	5.80	8.56	Tennessee.....	12,594,000	2.03	1.68	1.77	2.18	.97
Ohio.....	23,965,000	3.87	5.81	5.88	5.27	5.91	Texas.....	36,617,000	5.91	5.76	6.15	5.12	4.22
Michigan.....	20,649,000	3.33	4.95	4.80	4.20	5.18							
Total, 7 industrial States.....	178,076,000	28.87	42.64	42.37	41.67	58.51	Total, 9 Southern States.....	126,798,000	20.41	18.10	17.77	19.40	10.30
C. SOUTHERN STATES							SUMMARY						
Alabama.....	12,049,000	1.94	1.34	1.43	2.00	.75	A. 12 Mountain and Plains States.....	99,544,000	16.04	6.39	8.66	6.35	4.71
Arkansas.....	9,308,000	1.50	.97	.98	1.33	.37	B. 7 industrial States.....	176,076,000	28.87	42.64	42.37	41.67	58.51
Georgia.....	14,058,000	2.27	1.77	1.91	2.26	1.02	C. 9 Southern States.....	126,798,000	20.41	18.10	17.77	19.40	10.30

¹ Income, estate, and gift taxes only.

Mr. DOUGLAS. Mr. President, I should also like to make a few brief comments on some of the figures shown in the table. For instance, I have taken 12 Mountain and Plains States. Lest some of my friends from the South and Southwest should feel that I am referring to them, it will be noted that these 12 States to which I am now referring include no Southern States and no Southwestern States. In the 12 States I have included Montana, Idaho, Utah, Wyoming, Colorado, New Mexico, Arizona, Nevada, Kansas, Nebraska, North Dakota, and South Dakota. With the understanding that I am not violating rule XIX I should like to point out that these 12 States, if the bill as presently approved by the committee is passed, will receive 16 percent of the total funds authorized, despite the fact that they have only 6.35 percent of the national population, 6.39 percent of the automobiles and trucks, and pay 8.66 percent of the gas taxes. The gas tax paid is probably as good an indication of the relative degree of road use as there is available. If that is taken as a standard, it will be seen that these 12 States get twice as large a percentage of the funds as the gas tax they pay, and about two and two-thirds times as much as they would get on the basis of comparative population or comparative number of vehicles.

Let us contrast with this figures covering the seven industrial and highly populated States of New York, New Jersey, Pennsylvania, California, Illinois, Ohio, and Michigan. I hope it will not be regarded as being unduly laudatory for me to point out that these seven States have 41.67 percent of the population of the country, or three-sevenths of the entire population of our country; that they have licensed 42.64 percent of the motor vehicles of the country, and that they pay 42.37 percent of the Federal gasoline tax of the country. Therefore, whatever basis we use, whether it be vehicles, percentage of Federal gas tax paid, or percentage of population, it comes to approximately 42 percent. Under the formula proposed in the bill they would get slightly less than 29 percent of the total Federal funds.

If we were to take the percentage of income, estate, and gift taxes, it will be

found that the seven industrial States pay 58½ percent of the taxes, whereas the 12 other Western States which I have mentioned pay only 4.7 percent of the taxes and the nine Southern and Southwestern States pay only 10.3 percent of these taxes.

I desire to make it clear—and I wish some of my good friends were now on the floor who previously took exception to my remarks—that I do not insist that each State should get back in Federal aid the proportion of the taxes which its citizens pay into the Federal Treasury. I believe there is a national responsibility involved in these questions. The record will show that when the Federal-aid-for-education bill was before the Senate I supported a formula which would have made a most liberal provision for the poorer States, which happen to be in the South and Southwest. I was very happy to do so, because I felt poor education a national problem, which the people of the country as a whole should assist in meeting, and that these poorer States were already being taxed above the national average. In spite of opposition in my own State, I voted against the Lodge formula, which would have diminished the amounts going to Southern and Southwestern States.

Mr. McFARLAND. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield.

Mr. McFARLAND. I should like to say to the distinguished Senator from Illinois that I was not taking exception to what he was saying. I would not do that. I merely was not agreeing with him entirely. I wanted him to know that I had been to his great city of Chicago and had enjoyed being there, and fully appreciated his desire and the desire of his people, and I wanted to help him in every way I could. However, it seemed to me that he was not informed as well as he should be in regard to the State of Arizona and the State of Montana. I see the Senator from Montana [Mr. Ecton] in the Chamber. That applies to the State of New Mexico and other States. We would like the Senator from Illinois to come to our States. If he would, he would know our needs, and would be able to speak with a little more authority. I think he should come

to our States and drive over their roads. If he did so, he would be a little better informed as to conditions there.

Mr. DOUGLAS. If the Senator from Arizona and the Senator from Montana will promise to accompany the Senator from Illinois he will be glad to go to those two beautiful States. Being accompanied by the two Senators would be sufficient recompense for a long trip.

Mr. McFARLAND. That is a promise now.

Mr. ECTON. I assure my good friend from Illinois that the invitation stands, and we would certainly like to have him come to Montana.

Mr. DOUGLAS. I am not a stranger to the two States. I have been a tourist there. I visited the Grand Canyon, which is a natural pride and wonder of the State of Arizona, and I have been to Glacier Park in Montana. I love both States very much. However, it must be remembered that the people in the industrial States deserve consideration too, and I hope the Senators will not press too far the great political power which they have in the United States Senate.

We are anxious to help the other regions of the country but we know these seven industrial States have only 14 votes in the United States Senate and that 12 Mountain and Plains States I have mentioned have 24 votes, and other States from the South and the Southwest which are joined with them have still more. So that we know we can always be outvoted in the Senate, and we are seldom represented on the committees which draw up these bills. Therefore, we do not have much of a voice in the formulation of the bills. We are relatively ineffective when the bills come to the floor, because we do not have the votes. But we plead with the Senators from other regions, not to press their numerical and political advantage in the Senate too far but rather to think of us as people who are anxious to help them but who have some self-respect of our own. Please do not try to see how much you can get out of the industrial States, and how little you can give back.

Mr. President, I yield the floor.

Mr. STENNIS obtained the floor.

Mr. McFARLAND. Mr. President, will the Senator yield?

Mr. STENNIS. I yield to the Senator from Arizona.

Mr. McFARLAND. I ask unanimous consent that the Senator may yield for the purpose of having a quorum called, without losing the floor.

The PRESIDING OFFICER (Mr. GEORGE in the chair). Without objection, the Senator may yield for that purpose without forfeiting his right to the floor.

Mr. McFARLAND. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CHAVEZ. Mr. President, will the Senator from Mississippi yield to me?

Mr. STENNIS. I yield to the Senator from New Mexico.

The PRESIDENT pro tempore. The Chair is advised by the Secretary that a quorum is not present.

Mr. McFARLAND. Mr. President, I ask unanimous consent that the order for a quorum call be rescinded, and that further proceedings under the call be suspended.

Mr. DONNELL. Mr. President, a point of order.

The PRESIDENT pro tempore. The Senator will state it.

Mr. DONNELL. Has not an announcement been made that a quorum is not present?

The PRESIDENT pro tempore. The Chair is advised that such an announcement has not been made.

Is there objection to the request of the Senator from Arizona? The Chair hears none and, without objection, it is so ordered.

Mr. STENNIS. I yield to the Senator from New Mexico.

Mr. CHAVEZ. Mr. President—

Mr. McFARLAND. Mr. President, will the Senator from New Mexico yield for another unanimous-consent request before he proceeds to make his statement?

Mr. CHAVEZ. I yield for that purpose.

Mr. McFARLAND. Mr. President, I ask unanimous consent that when the Senate concludes its business today, it recess until 12 o'clock noon on Monday next.

The PRESIDENT pro tempore. Is there objection?

Mr. CHAVEZ. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. CHAVEZ. What is the unanimous-consent agreement for Monday?

The PRESIDENT pro tempore. It is set forth on the calendar.

Mr. MAYBANK. Mr. President, will the Senator from New Mexico yield to me so I may answer that question?

Mr. CHAVEZ. Yes.

Mr. MAYBANK. The unanimous-consent agreement is that on Monday the Senate shall meet at 12 o'clock noon, and from 12 o'clock noon until 1 p. m. discuss the so-called control bill. That commencing at 1 o'clock the Senate shall vote on all amendments to the bill, and on the bill itself, with a limitation being placed on the debate on the amendments and on the bill itself, including the so-

called Mundt-Ferguson amendment, of 10 minutes, that is, 5 minutes to each side, and that no amendment which is not germane to the bill shall be offered.

Mr. CHAVEZ. Mr. President, reserving the right to object, I may say that some Senators may believe that the Mundt-Ferguson amendment is more important than the road bill. I wish to say, however, that there is no more important legislation dealing with the national welfare than the road bill, in spite of all the laudable and sincere remarks made by the Senator from Illinois [Mr. DOUGLAS] with respect to that bill.

The Senator from Illinois in his statement to the Senate today practically accused some Members of the Senate—present Members and past Members—of not being interested in the welfare of the country, or the growth of the country, or the economy of the country, or the taxpayers of the country; of being interested in nothing but to secure some "pork" for the people of their individual States. Included among them would be the members of the Public Works Committee of this body, and all those who participated in bringing about road legislation and construction of roads among them a great gentleman from Alabama who, as I recall, as far back as 1917 was chairman of the Committee on Post Offices and Post Roads, the late Senator John H. Bankhead, father of the late Senator of the same name, John H. Bankhead, both of whom participated in the preparation and passage of road legislation.

Mr. McFARLAND. Mr. President, will the Senator yield?

Mr. CHAVEZ. I shall yield in a moment. There are now present in the Senate Chamber most of the members of the Public Works Committee, both Democrats and Republicans. The bill was reported unanimously by the committee. Most of the time, since the bill was taken up, has been devoted to discussion of other matters than the bill itself. I say, if the bill is a "pork" bill, let us find out about it. If it is fair legislation which should be passed, let us find out about it.

Mr. President, much as I should like to comply with the request of the Senator from Arizona [Mr. McFARLAND], I think it would be advisable, in order to do justice to the American people, to the American taxpayers, that the bill be discussed fully. I hope some arrangement can be made whereby we can meet tomorrow and continue consideration of the bill. The Senator from Mississippi [Mr. STENNIS] wishes to discuss it. The Senator from Arkansas [Mr. McCLELLAN] desires to discuss the bill. The Senator from Oklahoma [Mr. KERR] desires to discuss it. I know the Senator from Utah [Mr. WATKINS] wants to discuss it. I know the Senator from Nevada wants to discuss the bill. It is a very important measure, and before it is voted on, on Monday, I want to prove to the Senator from Illinois that it is sound American patriotic legislation, and not "pork" legislation, as he would indicate. So I object to the unanimous-consent request made by the Senator from Arizona.

May I now proceed, Mr. President?

The PRESIDENT pro tempore. The Senator from New Mexico.

Mr. STENNIS. Mr. President, in order to keep the record straight, I should like to yield now to the Senator from New Mexico. He has been recognized by the Chair, but I think I have the floor. I ask unanimous consent that I may be permitted to yield to the Senator from New Mexico for a statement without losing my rights to the floor.

The PRESIDENT pro tempore. Is there objection? The Chair hears none, and it is so ordered.

Mr. CHAVEZ. Mr. President, several days ago the Senate gave unanimous consent to the request that on yesterday House bill 7941, better known as the Federal-aid road bill, should be made the pending business. The bill was reported to the Senate from the committee several months ago, after long hearings had been had upon it by a subcommittee of the Committee on Public Works headed by the Senator from Arkansas [Mr. McCLELLAN]. Months were devoted to those hearings. Witnesses came from every State of the Union, including the State of Illinois, which is one of the participants in the benefits of the proposed legislation. The Senate committee reported the bill. It is true that the Senate bill was reported several months ago, but because of other business it was not taken up for consideration until yesterday. Yesterday, as the Senate was beginning to proceed with the consideration of the bill, the chairman of the Committee on Public Works received from the President of the United States a letter with reference to the proposed legislation. I wish to read a part of that letter, as follows:

The bill, in its present form, would increase the Federal-aid highway program some \$120,000,000 a year above the January budget recommendations. In view of the rising cost of the defense program now contemplated, I am concerned about these increases in the highway program.

I call particular attention to the following portion of the letter, Mr. President:

Of course, the committee's hearings on this legislation were held before the invasion of Korea and the committee's report was filed before there was a clear indication of the budgetary requirements needed to meet the changed international situation.

Then the President proceeds to state the reasons why he asks us to take certain action, namely, to cut down the amount to what the budget recommended originally.

Mr. President, I now ask unanimous consent to have the entire letter from the President printed at this point in the RECORD.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

AUGUST 17, 1950.

MY DEAR SENATOR CHAVEZ: I am writing you regarding the Federal-aid highway bill (H. R. 7941), which has been reported by the Senate Committee on Public Works.

The bill, in its present form, would increase the Federal-aid highway program some \$120,000,000 a year above the January budget recommendations. In view of the rising cost of the defense program now con-

templated, I am concerned about these increases in the highway program. Of course, the committee's hearings on this legislation were held before the invasion of Korea and the committee's report was filed before there was a clear indication of the budgetary requirements needed to meet the changed international situation. Because of the different circumstances which now exist, I would like to ask your committee to consider recommending certain changes in the provisions of this bill, as reported, before it is finally acted upon by the Senate.

In view of our increased defense requirements, I have already directed the Federal agencies to review their programs for the purpose of modifying them wherever practicable to lessen demands for supplies and services in competition with defense needs. One of the programs under review is Federal aid for highway construction. This is one of our major activities in the field of civil public works.

By authorizing a material increase in the level of Federal-highway aid, H. R. 7941 seems inconsistent with the effort to hold down nondefense spending. I believe it is essential that the amounts provided in the bill for the Federal-aid program be reduced at least to the level of \$500,000,000 originally recommended in my budget message and that the amounts earmarked for secondary roads be reduced at least to the level of \$150,000,000 contained in the bill as passed by the House. In addition, I believe that Federal-aid funds should be limited to the Federal-aid system rather than used for local or county roads which are not a part of that system.

Furthermore, it would seem desirable that the present matching provisions requiring equal sharing by the States and the Federal Government be maintained for all projects. H. R. 7941 changes, in a number of important ways, the matching and other administrative provisions of prior Federal-aid highway legislation. These provisions have recognized the mutual interests of both the States and Federal Government in the improvement of important highways. The Federal-aid program has been very effective in the past and there seems to be no compelling reason to increase the Federal share in the program at this time.

The bill would also permit the use of Federal-aid highway funds which may become available in the future to retire bonds issued by State and local governments for certain road construction. It seems particularly undesirable for the Federal Government to encourage a general acceleration of road building by underwriting highway construction bonds at a time when we are attempting to conserve manpower and materials for our defense effort.

Finally, the \$25,000,000 provided in the bill for access roads to military establishments, seems excessive at this time. These roads are intended to speed up traffic movements to and from certain installations not now readily accessible. The need for these roads has been carefully reviewed within the executive branch and it appears that an authorization of \$10,000,000 would be adequate for the construction of all access roads now urgently needed.

In light of the international situation and our increased defense requirements, I hope that your committee will feel that it can recommend changes in H. R. 7941 along the lines I have suggested.

Sincerely yours,

HARRY S. TRUMAN.

Mr. CHAVEZ. Mr. President, the committee naturally pays heed to Budget recommendations, but we do not think our duty is one of serenity to the Bureau of the Budget.

When the committee was considering this bill, it was duty bound to present a bill to the Senate; and pursuant to that duty, we did present a bill to the Senate, after consideration of the matter by the committee, in accordance with law. Then came the Korean situation.

The only part of the letter of the President with which I disagree is the part in which the statement is made that the recommendations now made are brought about because of the Korean situation. The fact is, Mr. President, that they are exactly the recommendations which were made by the Bureau of the Budget at the time when there was no Korean situation.

The committee realizes fully the Korean situation, and for that reason the committee wishes to cooperate with the Nation, the Government, and the head of the Government in every way, shape, and form, in order that we may carry on, not only in Korea, but in all international obligations or commitments which we may have.

When I received the President's letter yesterday on the floor of the Senate—and before I submitted the letter to the committee, it was given to the public press—it was my purpose to call a meeting of the committee, to advise the members of the committee of the letter, and to let them have knowledge of its contents. I called a meeting of the committee at 9 o'clock this morning. The committee responded in full force.

After going over the situation, we decided—not because the Bureau of the Budget recommended it, but because of the international situation—to do something about it. I am sorry the Senator from Illinois is not here at the moment, because I am about to state what the committee did.

The original recommendation in this connection was for \$748,500,000, which still is not half enough to permit doing what is required for the roads of the Nation, including the urban roads about which the Senator from Illinois speaks.

Nevertheless, that was the recommendation. The House voted \$646,500,000. In view of the situation as I understand it—and it was again called to our attention by the President's letter—we on the committee took action. I should like to have Senators who are interested and who feel that road legislation is necessary to consider carefully the statement I am about to make. After I read these figures, I shall conclude.

The 1948 authorization for primary roads was \$202,000,000 in round figures. This bill, as passed by the House, contains authorization for \$225,000,000 for that purpose. The Senate committee's recommendation is identical in amount with the amount voted by the House of Representatives. The action taken by the committee this morning, after the Korean situation developed, and after the letter was received from the President, was the same.

Last year the authorization for secondary roads was \$135,000,000. In this bill the House voted \$150,000,000. The original Senate committee recommenda-

tion was \$200,000,000. This morning the committee is recommending an amendment to the sum of \$175,000,000, or a reduction of \$25,000,000.

For urban roads—the pet item of my good friend, the Senator from Illinois [Mr. DOUGLAS]—in 1948 the authorization was \$112,500,000. In this bill the House voted \$125,000,000. The Senate agreed, and that amount is in the bill now.

We had begun an innovation which seems to annoy my good friend the Senator from Illinois. Our innovation was based upon trying to extend the road systems to people living in the country districts. We wanted to get the farmer out of the mud, and we were trying an innovation, just as the urban roads were brought into the picture in 1944. We provided \$70,000,000 for an interstate system. The purpose really is to enable the farmers to reach the markets. The committee and the Senate were trying to make it possible for the farmers to take their crops to the cities which have the large populations. The House voted for that purpose \$70,000,000, which is what we allowed.

However, in view of the recommendation contained in the President's letter and in view of the Korean situation, this morning the Senate committee is recommending to the Senate an amendment doing away with that item.

Mr. HOLLAND. Mr. President, will the Senator yield at this point for a question?

Mr. CHAVEZ. I yield.

Mr. HOLLAND. Is it not true that every mile of the interstate system is either in the primary Federal-aid system or the urban Federal-aid system, and that as to both of those systems the final recommendations of the committee this morning give them increased recognition, and a little increase over the authorizations made in the 1948 act?

Mr. CHAVEZ. There is no question of that.

Mr. President, some persons—I hope the Senator from Illinois is not one of them—might think that forest highways are not important in connection with the national defense. Yet, Mr. President, where does our lumber come from? It comes from the forests.

In 1948 the authorization for forest highways was \$20,000,000. The House voted \$20,000,000, and the Senate committee recommended \$20,000,000 for that purpose. We need not make a change in that item today.

In 1948 the authorization for forest roads and trails was \$17,500,000. In this bill the House voted \$17,500,000, and the Senate committee increased that amount by \$2,500,000, to a total of \$20,000,000. It is still carried in the bill.

Mr. President, the other day we heard the Senator from Maryland [Mr. TYNINGS] speak in reference to a measure calling for the construction of the highway between Washington and Baltimore. Of course, it is fine to have traffic between Washington and Baltimore handled properly in that way; but the major need for that highway arises from

the large airfield between here and Baltimore, and also Fort Meade, which is located near there. It is a military necessity that the road be constructed, so we did not figure that we could cut the item for it, but we went along with the amount voted by the House, namely, \$13,000,000.

Then there is the item for the Inter-American highway, which had budget approval. There was testimony by Mr. Miller, the Assistant Secretary of State, as to the stern military necessity for that highway. We had originally recommended to the Senate \$8,000,000 for that item. This morning we cut it \$2,000,000.

There is another international item involved in the bill, which is Rama Road. It appears that during the war some gestures were made to Nicaragua indicating that because we did not comply with some kind of commitment for certain transportation on the Canal, in order to transport troops during periods of crisis from the Pacific to the Atlantic, when transportation on the Canal might not be available, something should be done. The Budget Bureau requested a large amount, as I recall, \$10,000,000. The committee originally recommended \$4,000,000, but still in order, if possible, to comply with the situation existing at the moment, the committee reduced it to \$2,000,000.

The committee recommended appropriations for certain military necessities. The Budget Bureau had approved \$10,000,000. We thought we would try to get ready in time, instead of waiting until too late. The committee had recommended \$25,000,000 for military access roads. According to the President's letter, he thinks that is too much, and that the Bureau of the Budget must be correct. He therefore recommended but \$10,000,000. So the committee this morning agreed to reduce it to \$10,000,000.

We have allowed also for Tongass Forest roads in Alaska \$3,500,000, and we have allowed \$5,000,000 for roads on the public domain, a matter in which all the States, particularly those of the West, are interested.

In other words, with the cuts the committee made this morning, and which have been submitted to the Senate in the form of proposed amendments, which are now lying on the table, the over-all amount carried in the bill will be reduced by \$120,000,000, bringing it down from \$748,500,000 to \$628,500,000, which is less than the amount provided by the House.

I wanted to make that statement to the Senate before my good friend, the Senator from Mississippi [Mr. STENNIS] proceeded.

To me this is an important measure. I know that there are those who call it pork, but I ask, what would St. Louis do, what would Kansas City do, and what would Chicago do, if Mr. Farmer could not have access to their markets? Even from an economic standpoint, and even from the point of view of feeding the children in the large industrial areas, the greatest piece of legislation which has ever been passed by the Congress of

the United States, the thing which has contributed more to unify the people, to bring them together, to prevent sectionalism, and to make the Nation strong, is the transportation which has been afforded the people of the United States. The people of one section were able to become acquainted with the people of other sections.

Summary of amounts in H. R. 7941 compared with current authorization

	Current authorization (1948 act)	H. R. 7941		
		As passed by House	As recommended by Senate committee	Cuts
Federal-aid systems:				
Primary.....	\$202,500,000	\$225,000,000	\$225,000,000	-----
Secondary.....	135,000,000	150,000,000	175,000,000	\$25,000,000
Urban.....	112,500,000	125,000,000	125,000,000	-----
Interstate system.....		70,000,000	0	70,000,000
Forest highways.....	20,000,000	20,000,000	20,000,000	-----
Forest roads and trails.....	17,500,000	17,500,000	20,000,000	-----
Park roads and trails.....	10,000,000	10,000,000	10,000,000	-----
Parkways.....	10,000,000	13,000,000	13,000,000	-----
Indian roads.....	6,000,000	6,000,000	6,000,000	4,000,000
Emergency fund.....		10,000,000	8,000,000	2,000,000
Inter-American Highway.....			6,000,000	2,000,000
Rama Road.....			2,000,000	2,000,000
Access roads.....			10,000,000	15,000,000
Tongass Forest roads, Alaska.....			3,500,000	-----
Roads on public domain.....			5,000,000	-----
Local roads.....			(1)	-----
Total.....	513,500,000	646,500,000	628,500,000	120,000,000

¹ Included in secondary funds.

Mr. MAYBANK. Mr. President, will the Senator from Mississippi yield for a unanimous-consent request?

Mr. STENNIS. I yield, with the understanding that I do not thereby lose the floor.

Mr. MAYBANK. The distinguished Senator from New Mexico, who has made such an able and eloquent address on this bill, objected a short time ago to perhaps recessing over Saturday. I am wondering whether it will be agreeable to the Senator that we remain here tonight until all those who desire to make speeches in connection with the road bill have an opportunity of doing so, and that the Senate then recess until Monday so that Senators may catch up on their mail and other matters requiring their attention in their offices.

Mr. CHAVEZ. I know that is perfectly fine, but I am serious about this road bill.

Mr. MAYBANK. I know the Senator is serious about it; so am I.

Mr. CHAVEZ. I am extremely serious about the road bill, and I want it discussed so that Senators may at least feel that they can vote intelligently.

Mr. MAYBANK. Of course.

Mr. CHAVEZ. At this particular moment, I withhold my answer to the Senator. I want to see what happens later on. I want every Senator who wants to discuss the bill to have an opportunity of doing so.

Mr. MAYBANK. Of course, I would want the same thing, but I am wondering whether, if that has been accomplished by 7 or 8 o'clock tonight, we might again take up the matter of the Saturday recess, to enable Senators to get their work done in their offices.

Mr. CHAVEZ. At that particular time I might not object to such a request, but at this time I object.

Mr. President, in concluding my remarks, I ask unanimous consent to have printed in the Record at this point a summary of the amounts carried in the pending bill compared with current authorizations.

There being no objection, the table was ordered to be printed in the Record, as follows:

Mr. STENNIS. Mr. President, I shall be very brief in what I say, and I shall confine myself to a factual statement with reference to one particular phase of the pending bill. I am a member of the Public Works Committee and I had the advantage of attending a great number of the hearings, although not a member of the subcommittee. It is my deliberate conclusion that the Senator from Arkansas [Mr. McCLELLAN], and the members of his subcommittee, as well as the Senator from New Mexico and the other members of the committee, have done a most excellent job in connection with a far-reaching program which affects every State, and every area of every State in the entire Nation. After hearing some of the testimony, I was tremendously impressed with the terrific impact of modern traffic throughout the length and breadth of the land, and the enormous additional costs thereby entailed. More and more traffic is being served. I understand that 49,000,000 vehicles will be on our highways at the end of this year, according to an estimate based on the normal pace of things, including continued gasoline-tax collections and other factors which show an enormous increase. This is one program of the Government, which is more than paying its way, because the Federal revenue from gasoline taxes, plus taxes on motor oil and on a number of other items exceed \$1,300,000,000. That is approximately the latest figure.

I shall speak briefly with reference to the secondary-highway fund. I think it has been greatly misunderstood, particularly as it is reflected in the pending bill. I first desire to call attention to a table which was placed in the Record a few moments ago by the junior Senator from Florida. The charge is made on the floor of the Senate that this, after

all, is merely a conspiracy and a grab on the part of certain States at the expense of other States. I do not believe that that thought entered the mind of a single member of the committee. A further charge has been made that the so-called poorer areas are not paying their part or are not taxing themselves sufficiently.

I notice there are but five States in the United States which have a gasoline tax of 7 cents a gallon. One of them is the State of Florida; another is the State of Kentucky; the third is Mississippi; the fourth is North Carolina; and the fifth in Tennessee. They are the States which have the highest taxes on gasoline. They are State-imposed taxes. Those States are in the very area which the Senator from Illinois was charging with being the archconspirators.

Mr. YOUNG. Mr. President, will the Senator yield?

Mr. STENNIS. I yield.

Mr. YOUNG. If there is any greater need for rural roads in the South than there is in my section of the country, I am glad to know it. I thought we were in the worst position in that respect. Is it not true that the rural-road section of the bill was supported by the three major farm organizations?

Mr. STENNIS. That is correct.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. STENNIS. I yield.

Mr. McCLELLAN. There are five States, I believe, which have a 7-cent gasoline tax. How many have a tax of 6 cents or more a gallon? My State has a gasoline tax of 6½ cents.

Mr. STENNIS. That is correct. Arkansas is listed as having a tax on gasoline of 6½ cents a gallon. Going on down the line, I find that Colorado has a 6-cent tax, and I find that the State of Georgia also has a 7-cent tax. Mississippi is listed as having a gasoline tax of 6 cents, but that tax has been increased since March 1, 1950, and it is now 7 cents. Mississippi has inaugurated a secondary-road program and has imposed additional taxes, even on beer. Not one cent of the revenue from gasoline in Mississippi goes into the general revenue fund. It is all used for roads and for highways.

I notice, Mr. President, that Louisiana is listed as having a tax of 9 cents a gallon on gasoline. Oklahoma has a tax of 6½ cents. I also find that New Mexico has a gasoline tax of 7 cents.

Mr. McCLELLAN. What are the gasoline taxes in Oregon and Illinois?

Mr. STENNIS. Oregon has a gasoline tax of 6 cents, whereas Illinois has a tax of 3 cents on gasoline. I repeat that, Mr. President. Illinois has a tax on gasoline of only 3 cents a gallon.

In connection with the enormous cost of highway construction, let me invite the attention of the Senate to the tremendous increases in the revenue coming from Federal gasoline taxes and the taxes on motor oil and automobile tires.

In 1946, which was the first year following the war, the total income was, in round figures, \$833,257,000. In 1947 it had increased to \$1,142,630,000. In 1948, it was \$1,279,283,000. In 1949, it was

\$1,392,418,000. So, even if there is an ascending cost in this program, there is a corresponding increase in revenue pertaining to our highways.

Mr. President, the provision regarding secondary highways, in the pending bill as reported by the Senate committee is almost entirely within the scope and the plan of the present law. A hue and cry has gone out through the land that the committee has so geared it as to put all the Federal money into rural roads. It has been represented to the people that this is a great change in the program, that we are getting away from what has ordinarily been the program.

Mr. President, a letter came into my hands in connection with this bill while the hearings were in progress. The letter was written by the mayor of a city. He was interested in the urban-highway fund, as he had a right to be, provision for which was unanimously supported by the committee. He was writing a fellow mayor and saying, "The thing we are up against in the United States Senate is that there is a group of rural Senators that do not have any sympathy with the urban-highway program."

That was a circular letter, Mr. President, which went all over the Nation. It is purely imagination. I think a great many of the objections raised up on the floor are merely the result of someone's imagination. There is not a scintilla of sentiment of the kind described. The writer of the letter mentioned me by name, saying that I was one of the obstacles to be overcome in trying to get funds for urban roads. I strongly support the urban-road fund. It is sound. I do not think any member of the committee had any other thought.

In 1936 Congress established, for the first time, a special fund for secondary highways. I wish to read the language which was used under which such secondary highways have been successfully operating, except in one major particular. We think that far too much of the money in the secondary-road fund has been used to build a few miles of highly expensive roads. That varies in the different States. I think the committee is virtually unanimous in the belief that the money was originally intended to build down to a lower level than that of the main highways or the secondary highways, unless States had special situations pertaining to the program. The money should be used on high-type roads. That is taken care of in the way the bill is written.

Going back to 1936, I shall trace the history very briefly as to what the law provided. After authorizing \$25,000,000, the law provides:

Provided, That the sums herein authorized shall be applied to secondary or feeder roads, including farm-to-market roads, rural free delivery mail roads, and public-school bus routes.

That is the language of the original Act of 1936. What kind of public school bus routes were being mentioned? The public-school bus routes that travel the primary highways? Of course not. The debates in the House show that roads on the county level were under consideration. The Members of the

House were talking about trying to get the farmer out of the mud. That is the whole point of the language; and that was true.

Mr. THYE. Mr. President, will the Senator yield?

The PRESIDING OFFICER (Mr. ELLENDER in the chair). Does the Senator from Mississippi yield to the Senator from Minnesota?

Mr. STENNIS. I yield.

Mr. THYE. The Senator spoke of the county level. The county level does not reach down to get the farmer out of the mud, so to speak. It is the township roads that do that in the northern section of the United States. In the Senator's section of the country they may be referred to as parish roads, or some such local unit. In the northern section of the United States they are referred to as township roads. They are roads which do not receive gasoline-tax funds except as the county board may designate a certain specific road or so many miles of road to receive gas-tax aid. That is the way it operates in the State of Minnesota. The little township road is constructed on the basis of the tax which can be levied upon the property within the township, and that is the only source of revenue for such construction, with the exception of a small bridge fund which may come from the State.

Mr. STENNIS. The Senator is correct. Such roads would be eligible under the present bill, and they are already eligible under the present law. Let us follow the successive enactments. In 1944 the fund had been increased to \$150,000,000. The 1944 law states the money shall be spent for "principal secondary and feeder roads, including farm-to-market roads, rural free delivery mail and public-school bus routes, either outside of municipalities or inside of municipalities of less than 5,000 population."

That is virtually the same language as is contained in the 1936 act.

In 1948 the same provision was in effect. It is carried forward with this additional proviso: "the term 'secondary and feeder roads' and the term 'principal secondary and feeder roads,' whenever used in the Federal-Aid Highway Act of 1944, shall include county and township roads."

That is the present law. My main point is that to herald the amendment as branching out into a new program, and therefore bad, is an unsound argument. The basis for the amendment is found in the present law. It is a system which has worked fairly well with the one exception that the highway commissions, with all due deference to them, have used the money to a large extent in building a few miles of very expensive road, and the groups in such communities for whom the program was originally intended, as expressly provided in the act, are still left without the benefit of the money which is being appropriated for them, and also without the benefit of the leadership, technical skill, understanding, and planning which would come to them from a program carried out in cooperation with the Federal Gov-

ernment, which would tend to give them the advantage of engineering skill.

There is in the bill a section which provides that for a State to be eligible for secondary-road funds it must create within its State highway department or commission a bureau or department of public roads, which in turn would see to it that the counties have the benefit of technical and engineering skill. That program would not cost the Federal Government one penny. I believe it would prove to be one of the most far-reaching things ever done in the Halls of Congress, so far as relieving the situation in which the rural people find themselves with reference to their roads. They have spent large sums of money on their roads, but they simply do not get the results they should obtain because the program is not properly or scientifically planned, and the money is not judiciously spent. I say that with all due deference to the boards of supervisors.

Mr. THYE. Mr. President, will the Senator yield?

Mr. STENNIS. I yield.

Mr. THYE. The able Senator from Mississippi has spoken of technical service on the county level. As I am familiar with the subject, the counties have engineering and technical staffs which deal with county highways. I believe the Senator from Mississippi had in mind the township or smallest local governmental unit which deals with highway construction and bridge construction. In my section of the United States the smallest unit would be the township unit. That is the very smallest form of local governmental body. The counties have their engineers and technical staffs. They do not need those services so badly as do the smallest local governmental units.

Mr. STENNIS. So far as engineering skill is concerned, we are attempting to require over the years—not immediately—that such engineering skill shall be provided. We do not go beyond the county level, the assumption being that if the county has engineering facilities all units of the county will in some way get the benefit of it. The bill attempts to tie it definitely into the State highway commission by requiring them to see that the small units will have the benefit of engineering skill. We were told by many witnesses that when rural road departments are created within the State highway commissions they have made every difference in the world, because there is someone charged with the primary responsibility of looking after that matter, making proper contacts with county officials, and finally being able to evolve a program in the counties which will take care of the problem on the township and county levels. The provision in the bill on this subject does not impose an expense on the Federal Government. It merely does now in 1950 what we did in 1916 in regard to the primary systems, when he required that a State, in order to be eligible for Federal aid, would have to create a State highway department, which would have authority and jurisdiction over the State's highways. We are trying to re-

quire the setting up of a rural division within the department. It is not mandatory, but it would be required if they wished to come under this program.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. STENNIS. I yield.

Mr. CHAVEZ. I think the Senator from Minnesota would be interested in learning that in the Bureau of Public Roads a section is devoted to roads of this type. Incidentally, the head of that section is Mr. Leonard, who was a former county engineer in the State of Minnesota.

Mr. THYE. Will the Senator yield?

Mr. STENNIS. I yield for a question.

Mr. THYE. If I may be permitted to brag for a moment, I should like to say that Minnesota has one of the finest reputations of any State in the Union when it comes to highway construction. That was largely due to Mr. Babcock's efforts, because Mr. Babcock was the man who conceived the hard-surface road construction and the State raised the funds which paid for them.

In Minnesota we have a splendid State highway system. We have had excellent county highway planning and construction. We have a splendid network of highways throughout the State. However, my concern is with the local governmental bodies known in my State as township units. They are entirely dependent for revenue on the real estate located within the township, so far as funds for road construction are concerned. Today with the heavy traffic, with the big milk trucks, school busses, and large vehicles passing over the roads, hauling grain and livestock, particularly when county roads are posted in the spring when the frost is going out, oftentimes township roads are carrying the bulk of the heavy loads, because the county roads and even State roads are denied to the trucker.

Mr. STENNIS. If the Senator will pardon me, while I appreciate very much his contribution, I had promised some other Senators that I would be very brief so as to give them a chance to be heard.

Mr. THYE. I thank the Senator for having permitted me to make my comments about the road program. There is need to discuss the subject on the township level.

Mr. STENNIS. Mr. President, I think the Senator is entirely correct. The word "township" is used in a 1948 act, and certainly is not left out.

I shall conclude by calling special attention to page 13 of the bill, the paragraph lettered "(b)" in line 10, which provides, as now it would be amended by the Senate committee amendment, \$175,000,000, "for projects as set forth in paragraph (b) of section 3 of the Federal Aid Highway Act of 1944.

That expressly ties this program in with the present program. There can be no mistake whatsoever about that. It is not an innovation; there is nothing new about it.

In order to draw a finer bead on the expenditure of the money, and force more of it down to a level where it was originally intended, in 1936, we inserted this provision:

Said funds shall be expended only on local rural roads—

That term is already in the bill—

or country roads, or roads of the county-road class—

The word "township" is not used, but it certainly is included—

with types of construction that can be maintained at reasonable cost to provide reasonable all-year service—

That clause was written by the engineers—

and the projects for construction shall be selected by the State highway departments and by the appropriate local officials with respect to their areas in cooperation with each other.

The Federal Government is not going to originate the projects. They are going to be originated by the State highway commissions, as heretofore, except that though the State highway departments have not always been letting the local authorities in on the selection of some of the projects—and the local authorities are going to put up half the money as heretofore—the bill requires that they shall act together in selecting the projects. If they do not agree on anything, there will not be any projects in the area; but as a matter of practice they always get together.

I read on. We thought the term "Nation-wide" in application might not fit all States, and it will not, so this is the escape hatch:

Provided, That if the State highway department of any State with the concurrence of the Commissioner of Public Roads shall find on a factual basis and so certify that in said State it will be impracticable to expend said funds, or a specified percentage thereof, that have been allotted to said State, on said class or classes of roads, then such percentage of said funds allotted to that State as may be so certified may be expended on other secondary roads or secondary highways, including State highways, in said State.

That takes care of a State such as Massachusetts; it takes care of a State such as Rhode Island, where there is no county road plan, it might be said, and no rural road problem.

In such a situation as that on certification by the State highway commission, which would certainly be concurred in by the Commissioner of Public Roads, all or any part of the money to be spent on highways, including the State highways, would be released. Or if an area in one State had such a condition, on proper certification, the money would be released for any type of highway, moreover, if peculiar financing of highways in any particular State made it reasonable, where 50 percent of the money was supposed to be used on certain State highways and 50 percent on the basis provided, if the Commissioner of Public Roads concurred—and he certainly is not arbitrary about it—they could spend 50, or 40, or 75 percent, whatever they might agree on, on high-priced roads, or even major secondary State highways.

Mr. President, this section is based largely on the testimony of Mr. MacDonald, the Commissioner of Public Roads, a man of long, outstanding,

splendid service as administrator of our highway system, a man who has the respect and confidence of his associates, and of the State highway departments. He made the significant statement that more of this money should go down to the county level. He said, speaking to the committee, "Gentlemen, that is not a very popular position." I have learned since then—and I say this with all deference to the State highway commissioners—that really the situation is that they would rather continue to have more complete control of the money. That is natural. But if in their judgment it is unsound for the money to be spent along the lines I have outlined, all they have to do is to certify to it, and let their people know about it. They would be willing to certify to it before the people of their home States, and that would release the money for these purposes.

Mr. YOUNG. Mr. President, will the Senator from Mississippi yield?

Mr. STENNIS. I yield to the Senator from North Dakota.

Mr. YOUNG. Is it not true that the distinguished junior Senator from Illinois [Mr. DOUGLAS] forgets one major fact, that much of the travel, or the major part of the travel, on rural roads is in the hauling of produce to the market? When we can decrease the cost of hauling food products to the market by better roads, the consumer gets just as much benefit as the farmer himself gets.

Mr. STENNIS. Absolutely. In that connection, although we find all kinds of statistics with respect to the road program, the national statistics show that 63 percent of all rural traffic has been found by a survey to be essential to the war effort, whereas only 52 percent of city traffic, as I recall the figure, was shown to be essential to the war effort.

Mr. President, let me emphasize that this matter is based in large part on Mr. MacDonald's testimony, and this proviso has the approval of an outstanding engineer of Texas who is the president of the American Association of State Highway Officials. By telephone he helped write it. He has been to my office since then. He approves it, and he has written a letter to all the highway officials of the different States recommending that this bill be passed in substantially the form in which it came from the committee.

I also wish to refer to an outstanding engineer, in the State of Iowa, Mr. White. By the way, under a Federal program of rural roads which really has tried to reach down to the people, the one single State of Iowa has 9 percent of all the Federal-aid secondary roads and highways in the United States. Think of that, one relatively small State, over a period of 25 years, has built the mileage up to the point where they have 9 percent.

Mr. CHAVEZ. Mr. President—

The PRESIDING OFFICER (Mr. ELLENDER in the chair). Does the Senator from Mississippi yield to the Senator from New Mexico?

Mr. STENNIS. I yield.

Mr. CHAVEZ. Is it not true that the American Association of State Highway Officials is an association composed of those who have charge of the program

for the construction of roads in their individual States?

Mr. STENNIS. That is correct.

Mr. CHAVEZ. And is it not true that that association as a whole, whether it be the members from Oregon or from any other State, recommends this bill? Incidentally, Mr. Budlock was the president of the association up to a year ago.

Mr. STENNIS. The Senator is correct. The bill has had the very careful consideration of a number of different viewpoints, and it stands the test, and is here on the recommendation of these officials.

All Senators received a letter from the Chamber of Commerce of the United States highly critical of the secondary road feature of the bill. I did not have time to answer the letter, but the fact is that the man who wrote the letter was writing about section 12 of the bill as it was originally introduced, a section which never was adopted, and is not in the bill. Here we find a letter dealing with secondary highways which in its entirety is a criticism of old section 12, which the committee did not adopt. That shows how Members of the Senate can be misled. I do not say that someone is trying willfully to mislead Senators. But someone simply is not informed, and puts out misstatements of fact. That letter, so far as secondary roads is concerned, is not based on the bill as it came from the Senate committee.

Mr. President, I have used considerable time in making my statement. I have tried to make a factual statement. I shall be glad to furnish such information as I have on the subject matter of the bill to Senators who may desire it.

Mr. President, I send to the desk a copy of a letter recently received from Mr. Clarence R. Miles, representing the Chamber of Commerce of the United States, and my reply thereto, each of which I ask to have inserted in the body of the RECORD at this point.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

CHAMBER OF COMMERCE
OF THE UNITED STATES,
DEPARTMENT OF GOVERNMENTAL AFFAIRS,
Washington, D. C., August 4, 1950.

To All Members of the United States Senate:

The Chamber of Commerce of the United States strongly opposes those features of the proposed Federal-Aid Highway Act of 1950, as amended by the Senate Committee on Public Works, that would channel funds to minor rural roads of purely local importance.

We believe that Federal funds can be used most effectively in aiding improvement of major routes. This is perhaps the most inappropriate time in our country's history to begin experimenting with a new, expanded system of roads eligible for Federal aid.

Therefore, we urge that the application and administration of secondary-system Federal-aid funds under the 1950 act be kept the same as under the 1944 and 1948 acts.

It is most significant that the very county and State officials charged with the responsibility of applying these funds are the ones who most strongly object to the proposed change. For example, Mr. M. W. Forman of the National Association of County Officials, and Mr. D. C. Greer, president, American Association of State Highway Officials, tes-

tified before the Senate Committee on Public Works in favor of continuing the present allocation of secondary road funds. The Board of County Highway Consultants to the United States Bureau of Public Roads, appoint to advise and assist the bureau in connection with the secondary roads program, stated in a report:

"The most effective application of Federal-aid secondary funds in the improvement of local roads can be obtained through the expenditure of those funds on the principal secondary mileage. * * * The framework of present Federal-aid secondary legislation provides a satisfactory and effective means of extending Federal aid in any amount to local roads."

Others also actively supporting this viewpoint include the United States Department of Commerce, the Bureau of the Budget, the American Trucking Association and the National Grange.

The national chamber believes that the proposed diversion of Federal funds to purely local roads is ill advised, because:

1. It is an uneconomical application of funds. Money spent on major intercounty roads provides greater over-all benefits.

2. Local rural roads are not properly a responsibility of the Federal Government. Federal aid should be extended only to major routes important to interstate traffic (except for military roads and Federal land roads).

The chamber hopes that you will oppose the local rural roads provisions of H. R. 7941 as amended, when this bill is brought before the Senate.

The membership of the national chamber also has expressed strong opposition to the proposed increase of the Federal share of matching funds to 75 percent on the interstate system. We have supported this policy in testimony before the Senate Committee on Public Works, as have the Bureau of the Budget and the Bureau of Public Roads. Others, including highway-user organizations, the National Grange, and State highway officials, also support this policy.

Our reasons for opposing increases in Federal share of expenditures are:

1. It would require extra Federal money to make up part of the State's share.

2. There is no real justification for preferential treatment of any segment of the Federal-aid system.

3. The change opens the door for a Federal-aid highway program completely financed by the Federal Government.

The national chamber urges that you support retention of the 50-50 formula.

Cordially yours,

CLARENCE R. MILES,
Manager.

UNITED STATES SENATE,
COMMITTEE ON PUBLIC WORKS,
August 15, 1950.

Mr. CLARENCE R. MILES,
Manager, Department of Governmental
Affairs, Chamber of Commerce of the
United States, Washington, D. C.

DEAR MR. MILES: Your recent letter to the United States Senate membership necessarily refers to sections 1 (b) and 2 of H. R. 7941 as it came from the Senate Public Works Committee. These are the only sections dealing with policy questions on secondary highway funds.

With all personal deference to you, you are either uninformed on the substance of these provisions or you have been misled as to their meaning. In either case, your letter is misleading.

Instead of being an experiment into a new, expanded system of roads eligible for Federal aid as you contend, the above sections are entirely within the general framework of our present law as regards secondary highways. Regarding the use of secondary funds, the Highway Act passed 14 years ago, in 1936, provides: "The sums authorized shall be ap-

plied to secondary or feeder roads, including farm-to-market roads, rural free delivery mail roads, and public school bus routes, and the debate shows clearly that the rural free delivery mail roads and public school bus routes referred to were certainly not mail roads and bus routes that were located on the primary highways, but rather those on the unimproved county roads.

Further, as to the use of secondary funds, the Federal Highway Act of 1944 provides: "secondary and feeder roads" means "roads in rural areas, including farm-to-market roads, rural mail routes, and school bus routes, and not on the Federal-aid system." The 1948 Federal-Aid Act brings these provisions forward and expressly states that the definition of secondary feeder roads shall include county and township roads. The sole purpose of the above-numbered sections of the act of 1950 is to channel this money to roads of the county level as the previous legislation clearly shows it was originally intended, and thus stop the present practice in some States of using all of this money on a very few miles of very expensive highways.

In your letter you say in effect that Hon. D. C. Greer, president, American Association of State Highway Officials, opposes sections 1 (b) and 2. This is not true. Mr. Greer approves these sections, was consulted in their drafting, came by my office last week, and has also written a letter to the State highway departments asking their cooperation in the passage of the Senate bill.

Your statement that says in effect that the United States Department of Commerce opposes these provisions of the bill is not true. Hon. Thomas H. MacDonald, our valued Commissioner of Public Roads, certainly speaks for the United States Department of Commerce in highway legislation. He gave valuable testimony before the committee, upon which sections 1 (b) and 2 are largely drafted, and gave as his opinion that a much larger percentage of said funds should be channeled to the county level class. (See pp. 504 and 541 of the 1950 Senate Public Works Committee hearings.) Also, Hon. F. R. White, nationally known authority on public roads and highways, and presently chief engineer of the Iowa State Highway Commission, has expressed approval of these sections.

As to the county officials, I have not had a chance to contact Mr. M. W. Forman whom you mentioned, but in my opinion these sections are entirely in line with his testimony, as the sections are within the general framework of the present law. At the hearings, Mr. L. W. Newcomer and Mr. Ben T. Collier, county officials and engineers, gave testimony upon which these sections were later in part drafted. I have unqualified endorsement in my files for these sections by the National Farm Bureau Federation and the National Milk Producers Federation.

All in all, your criticism seems to be directed at section 12 of S. 3424, which was brought forward in the Senate version of H. R. 7941.

The over-all effect of your letter is to try to overturn the definite policy established by the Highway Act of 1936 and subsequent acts, and leave all agricultural areas of the country entirely out of the Federal-aid program, except those actually adjacent to the principal highways. I also note that the Chamber of Commerce of the United States had a witness appear at the Senate hearings on this bill (see p. 12 of the Senate Public Works Committee hearings on the Federal-Aid Highway Act of 1950). This witness did not oppose funds in the bill for urban highways, nor for the primary highways, nor for the secondary highways as now used, but regarding the section dealing exclusively with rural roads, he denounced it as "just plain national socialism."

I also think it pertinent to point out that your witness there said that he represented "the oil interests, the bus and truck interests, automobile interests—and I may add, insurance interests and also highway road contracting interests—and of course, many private owners of automobiles." It is clear that neither you nor your witness nor your association is thinking of those people who live in agricultural communities away from the arterial highways. It would be interesting to note here that during the last war, from a defense standpoint, 67 percent of all farm car travel was found to be essential, whereas only 53 percent of the automobile travel of other classes was considered essential, thus showing that farm-to-market roads are the supply line of our Nation as to farm products.

I call your attention again to the fact that sections 1 (b) and 2 are within the framework of the present system of Federal programs for the use of secondary funds; that no new mileage is added to the system, and the handling of specifications is left as heretofore; that the selection of the projects is left with local and State authorities; and the method of matching is the same. Provision is even made that if for any reason in any State it should be impractical to use the funds on the county highway level, that as much as 100 percent of the funds can be used on even the highest type and most expensive highways. I repeat, these provisions of the Highway Act of 1950 merely make clearer and more definite the expressed purposes of the Federal-Aid to Highways Act of 1936 and subsequent acts.

As your letter was addressed to all Members of the United States Senate, I am going to insert a copy of your letter in the CONGRESSIONAL RECORD, together with a copy of my reply, all for the information of the Members of the Congress and the people of the Nation at large.

Very truly yours,

JOHN C. STENNIS,
United States Senator.

Mr. STENNIS. Mr. President, I also ask to have inserted in the RECORD at this point copies of letters recently received from the American Farm Bureau Federation and the National Milk Producers Association.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

AMERICAN FARM BUREAU FEDERATION,
Washington, D. C., July 19, 1950.
Hon. JOHN C. STENNIS,
United States Senate,
Washington, D. C.

DEAR SENATOR STENNIS: The action of the Senate Public Works Committee in providing for use of secondary highway funds on local rural roads of the county road class is regarded as a desirable step in the long campaign of farmers and rural communities for adequate rural roads.

The membership of the American Farm Bureau Federation firmly believes that State and local governing bodies should have sole responsibility for determining methods of allocation within each State, as well as standards and specifications for rural road construction.

While the bill does not go as far as we would like it to go in the direction of giving more responsibility to State and local units of government, we regard it as a substantial step in that direction.

Sincerely,

HUGH F. HALL,
Assistant Legislative Director, Washington Office.

NATIONAL MILK
PRODUCERS FEDERATION,
Washington, D. C., July 20, 1949.

Hon. JOHN C. STENNIS,
Senate Office Building,
Washington, D. C.

DEAR SENATOR STENNIS: For many years the National Milk Producers Federation has been deeply concerned over the slow progress in the improvement of roads in the rural areas of our Nation. Although commendable work has been done in the construction of primary and some secondary roads very little assistance has been given to the construction of local rural roads—the roads over which the farmer must travel to get to the principal roads.

You will recall that we presented testimony early last year to the Subcommittee on Roads of the Senate Committee on Public Works concerning the bills S. 244 and S. 1471. At that time we indicated the importance of good all-weather rural roads to the American farmer in the production and distribution of agricultural commodities, pointing out that in the case of dairy farmers the characteristics of milk made it imperative that there must be no delay in the movement from the farm to assembly points or processing plants. In our testimony we emphasized the need for legislation providing for decentralized authority in the determination of standards and specifications of local rural roads. It was our opinion that the proposed legislation as contained in S. 244 and S. 1471 offered a solution to the problem.

We were hopeful that on the basis of the persuasive evidence presented by numerous witnesses last year the Senate Committee on Public Works, in considering the bill H. R. 7941, would incorporate substantially the provisions of the former bills. We regret that the committee did not do so in reporting the bill H. R. 7941. However, we are of the opinion that the provisions of section 1 (b) of H. R. 7941 is an acceptable compromise and will make it possible to get off the dead center which has plagued the people in our rural areas in the development of an all-weather, year-around system of local rural roads.

We hope that enactment of the proposed legislation will result in real cooperation by the Commissioner of Public Roads, the various State highway departments, and appropriate local officials in the selection and construction of good local rural roads, with standards and specifications adapted to the need for which the roads are used.

The provision of section 1 (b) is a step in the right direction and we are in support of the proposed legislation and earnestly urge its adoption. At a later date, should the proposed legislation prove inadequate in developing a county system of improved roads which will really serve the rural areas we will again urge the enactment of legislation along the lines of our recommendations made early last year.

The dairy farmer members of the National Milk Producers Federation are appreciative of the sincere efforts made by you and others in endeavoring to secure the enactment of legislation which will give the farmers of our Nation the type of roads they want and to which they are entitled.

Sincerely yours,
CHAS. W. HOLMAN,
Secretary.

DEFENSE PRODUCTION ACT OF 1950

Mr. KERR obtained the floor.

Mr. BYRD. Mr. President, will the Senator yield to me to make a brief statement?

Mr. KERR. I yield.

Mr. BYRD. Mr. President, an analysis given to me by the legislative coun-

sel of the United States Senate makes it clear that the pending control bill does not require the President to control wages in the event that price controls are established.

Mr. Baruch emphasized in his testimony before the Senate Committee on Banking and Currency that no price control plan could be effective unless wage control was established coincident with price control. This is unquestionably true, as wages constitute a very large part of the cost of all manufactured articles and agricultural products.

I announced my support of price ceilings providing wages were controlled simultaneously with prices. This the pending bill does not require the President to do, and is so worded as to leave to his own determination whether his failure to establish wage control would constitute an undue burden upon companies producing articles upon which he places price ceilings.

The main purpose of this legislation is to prevent inflation. It would be a farce to pass a bill that does not make wage control mandatory when price controls are established. Such a course would not stop inflation and may result very disastrously to our economic system.

For myself, I cannot support any legislation that does not effectively establish both controls coincident one with the other. I am fortified in this opinion by the statement from the legislative counsel of the Senate.

I hope on Monday the Senate will amend the bill which is the unfinished business in this respect and further provide for a definite expiration date of July 1, 1951, thus enabling a review by the next Congress.

I ask unanimous consent to insert in the RECORD as a part of my remarks a copy of the analysis of Senate bill 3936, as prepared at my request by the Senate legislative counsel.

There being no objection, the analysis was ordered to be printed in the RECORD, as follows:

MEMORANDUM FOR SENATOR BYRD BY MR. STEPHEN E. RICE OF THE LEGISLATIVE COUNSEL

This memorandum discusses the extent to which price and wage controls are tied together in S. 3936. Price and wage controls with respect to industries producing or handling materials important to the national defense, or significantly affecting the cost of living, are authorized, except at the retail level, by section 402 (b) of the bill. Price and wage controls generally are authorized by section 402 (c).

Both of these subsections require the issuance of orders prohibiting increases in wages (except when necessary to prevent gross inequity or to effectuate the purposes of the act) whenever an increase in wages would either require an increase in a price ceiling, or impose an undue burden on a seller operating under a price ceiling. There is a certain amount of flexibility in these provisions. Wage increases which would neither require price increases nor impose an undue burden on a seller could be allowed. Thus, in an industry where profit margins are large, wages might be allowed to rise to the extent of wiping out a large part of such margin so long as the President determined that such increases did not impose an undue burden on the seller. The committee report (last full paragraph on page 32) indicates that if the seller is left a fair and

reasonable profit he probably has not been subjected to an undue burden. The President could also permit promotions, merit increases, increases in incentive payments, and similar wage increases which he determined did not impose such an undue burden. It is argued that in some instances such increases might actually result in lowered costs for the seller of an article. The committee evidently felt that some wage increases might be desirable to prevent inequities or to effectuate the purposes of the act, even though such increases might require increases in price ceilings; and the President is authorized to permit such increases. Thus the President might permit increases in defense industries, if necessary to enable them to obtain workers. And if such increases rendered inequitable wages in nondefense industries, conceivably the President might permit increases in such nondefense industries, also.

In addition to requiring restrictions on increases in wages which affect the costs of a seller operating under a ceiling price, the President is authorized generally to stabilize wages to effectuate the purposes of the act. Furthermore, section 402 (c) provides that wages shall be stabilized generally whenever price ceilings have been established on materials and services comprising a substantial part of all sales at retail and materially affecting the cost of living. In such case, the President would be stabilizing wages because of their inflationary effect upon purchasing power as well as because of their inflationary effect upon a seller's costs.

It is seen, therefore, that an attempt has been made to tie price and wage ceilings together, but that wage increases could be made in some cases where prices are controlled. As the committee points out in the paragraph beginning at the bottom of page 33 of the report:

"While the general parallelism of price and wage controls has been preserved, it is not the intention of the committee that price and wage controls should be thought of as coextensive in all cases. There will be occasions when one needs to be applied without the other. For example, it is not the committee's intention that the exemptions from price control as provided in subsection 402 (f) should imply in all cases a corresponding exemption from wage control; nor is it the intention that every case of a controlled price will have its counterpart in controlled wages. The general parallelism is provided to assist in carrying out the purposes of the act, which is the controlling criterion.

Mr. McCLELLAN. Mr. President, will the Senator from Oklahoma yield to me so I may ask the able Senator from Virginia a question?

Mr. KERR. I yield.

Mr. McCLELLAN. The Senator from Virginia says he hopes the bill will be amended. I should like to inquire whether the Senator is having prepared an amendment which he believes will satisfactorily amend the bill?

Mr. BYRD. It is my understanding that amendments will be prepared and offered.

Mr. McCLELLAN. In other words, we will be given the opportunity to vote for proper amendments to make certain that the two elements of the economy are geared together?

Mr. BYRD. Amendments will certainly be offered which will gear the two together.

Mr. McCLELLAN. I wish to say to the Senator from Virginia that I join him in hoping that we will pass that kind of legislation. I do not want to see one element of the economy controlled and

another element not controlled, and thus not actually prevent inflation.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

Mr. KERR. Mr. President, the pending road bill is, in my opinion, of great importance, not only as it affects the peacetime economy of the Nation, but also wartime conditions. It was my privilege to serve as a member of the subcommittee which held hearings with reference to the bill, and while I spent less time attending the hearings than some other members of the committee, I was present on many days of hearings. The distinguished chairman of the subcommittee, the Senator from Arkansas [Mr. McCLELLAN], and other Senators, however, spent weeks in attendance at the hearings. The greatest consideration was given to the needs of the country, the wishes of the people, and the responsibility of the Government with reference to both.

There was laid before the committee a letter from the Bureau of the Budget, which referred to the message of the President at the beginning of the year at which time an arbitrary figure of \$500,000,000 was fixed as being the amount that should be the limit to be spent for certain classifications of Federal participation in the building of roads. The letter from the Bureau of the Budget to the committee was written in May. I repeat that the position of the executive branch of the Government, the President and the Bureau of the Budget, was that \$500,000,000 should be the limit for those items in the road bill.

Yesterday there came to the chairman of the Public Works Committee, the distinguished Senator from New Mexico [Mr. CHAVEZ], a letter from the President in which reference was made to the Korean emergency and the situation which confronted the country because of developments in Korea. The letter set forth that, based upon the needs for national defense, based upon the emergency that had arisen by reason of the Korean situation, the President took the position that \$500,000,000 should be the limit in this bill for the items referred to.

It seems to be rather a coincidence that now in August, in the presence of the emergency, the need for certain items of road building, insofar as the Federal Government is concerned, must not exceed the same magic figure of \$500,000,000 which was the oft-repeated figure for these particular items mentioned by the President and by the Bureau of the Budget long before the Korean situation was heard of, dreamed of, or contemplated.

However, in pursuance of the request in that letter, consideration was again given to that subject by the committee, and, as the distinguished chairman of the committee has advised the Senate,

certain recommendations were agreed to that would result in a decrease of \$120,000,000 in the amount of the funds provided by the bill.

Mr. President, I attended that meeting of the committee. I am not seeking now to have that figure, which was arrived at by the committee, changed, but I do not agree to the decrease recommended by the committee. I am as well aware of the emergency before the Nation as it is possible for me to be, but I place a different interpretation upon and attach a different significance to that emergency than is indicated by the letter from the President or in the remarks of those who say that the arising of this emergency makes it mandatory upon the Government to spend less money for highways. I say that the emergency and its development will cause a need for more highways, rather than fewer highways.

Senators remember the conditions that prevailed during World War II. They are aware of the fact that the tremendous demands upon them and their greatly accelerated use created more damage to the highways of the country during World War II than has been repaired or rebuilt since World War II.

Mr. President, principally by reason of the fact that we have an inadequate system of highways, more persons are killed and injured on the highways of the United States than have been killed and injured in the Korean war since it began.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. KERR. I yield to the Senator from Arkansas.

Mr. McCLELLAN. My recollection is that the testimony before the committee showed that it would require \$12,000,000,000 to restore the highways from the damage caused them and the impact upon them during the war years, when we were not able to keep them in as good repair as we would have liked or to continue construction.

Mr. KERR. The Senator from Arkansas is correct. We have not begun to repair the damage caused during the war by the accelerated use of our highways. In fact, the present accelerated expenditure of money by the State and local governments, together with the amount of money provided by the Federal Government, is not sufficient to replace the annual wear and tear and depreciation of the highways.

Mr. YOUNG. Mr. President, will the Senator yield?

Mr. KERR. I yield.

Mr. YOUNG. Is the Senator aware of the fact that in the West and Northwest we now have a worse boxcar shortage than any which existed at any time during the last war? If we are to get into a full-scale war we shall be in a worse situation in that respect than we are in now, and then we shall need to be able to use our highways more and more to haul things the railways cannot.

Mr. KERR. I am glad the Senator has referred to that fact.

Mr. President, if we are thrown into war, the primary attack of our enemy will be upon the great centers of population and upon the primary needs of

transportation. One of the great targets will be the transportation facilities—primarily the railway and highway bridges. The smallest amount of perception will disclose that if war comes, the demands upon the highways then will be far greater than the unprecedented demand during World War II, which resulted in such destruction of our highways.

Senators have spoken about discrimination in the matter of authorizations for highways. I wish to concur in the conclusion and in the statement that there is and there has been discrimination—terrible discrimination, historically and administratively; and it exists today, but not against the industrial centers or the cities of the Nation, not against the primary highway system, not even against the secondary highway system. The discrimination which exists, and which had existed from the time of the inauguration of the road system, is against the rural areas. That is where the discrimination is.

It has been represented here that the Southern and Southwestern and Western States are seeking to make a grab, are asking alms of other areas of the Nation, in order that roads may be built. Mr. President, I am astounded and astonished that men of intelligence and integrity of purpose would believe that or would intimate it.

The facts do not substantiate such a position; the facts directly controvert it. The State of Oklahoma pays into the Federal Treasury twice as much road-user money as the Federal Government sends back to the State of Oklahoma. I venture to say that not a State in the South, Southwest, or West pays into the Federal Treasury less than 1½ to 2 times as much money in road-user taxes as the Federal Government send back to those States in the form of Federal aid in connection with the construction of highways. Even the high-school students in those areas know that none of that money is spent on the roads which are identified as strictly rural roads.

Mr. YOUNG. Mr. President, will the Senator yield at this point?

Mr. KERR. I yield.

Mr. YOUNG. Is it not true that today a farmer in his mechanized farming uses a tremendous amount of gasoline, on which he pays a Federal tax, but he has no chance whatever of getting back any of that money, to use it to take care of the roads he uses every day?

Mr. KERR. That is correct. The farmer pays to the Federal Government an excise tax on every gallon of gasoline he uses, and also on every quart of oil he uses for his automobiles and tractors. However, when the farmer comes to a road on which the Federal Government has spent a dime, he comes face to face with a sign reading:

No tractor is permitted to travel on this road.

So there is discrimination. If men were even mildly curious, they could find where the discrimination exists. The discrimination in connection with the matter of Federal contributions for the building of roads is against the rural areas.

Do we ask alms? Mr. President, I would as soon try to get warmth from a whited sepulcher. We do not ask alms; we ask justice. For each farm family in the Nation, there are many nonfarm families who are dependent upon the farm family for food, clothing, and most of the other necessities of life. No law is based on justice or on equity if it does not give to the farmer a fair proportion of the road-user money, especially in view of the fact that the farmer pays such a large percentage of it. Those who attack this provision of the bill on that ground remind me of the Oklahoman who came to my office when I was Governor of Oklahoma during the war, at one of the times when the coal miners were out on strike. He was mad at the coal miners. He said, "We ought to have a law to keep these men from striking. I think you ought to do something about getting such a law."

I said, "Well, that is an interesting observation. What kind of a law would you suggest? You know, a man cannot be compelled to work. So far as I know, the strike is merely a declination to work on the part of some of the citizens."

He said, "Well, they ought to have a law making it so they would have to work."

I said, "Who?"

He said, "The coal miners."

I said, "Let's consider that. As you know, we have a draft law in this country, because we have to get men into the Armed Forces through the strong arm of the law. There is a funny thing about that draft law."

He said, "What's that?"

I said, "It applies to everybody. Your boy is out somewhere yonder, and my boy is down yonder, and the others are coming along. That law applies to all of them."

He said, "That's right."

I said, "In a democracy laws have to operate on that basis."

He said, "What of it?"

I said, "When a law is passed compelling men to work, you have to have the same thing in it—and that is a clear provision that it applies to everybody."

He said, "What about it?"

I said, "Do you want to fix it so you and I have to start in working for a living again?"

He said, "Wait a minute; would the law have to have that in it?"

I said, "If you can figure out how it could be written so as to make the other fellow work, but not apply to you and me, I will be far more interested in sponsoring such a piece of legislation."

I have not heard from him since.

Mr. President, the trouble with men who are taking a position against this provision for a more adequate program for rural roads is that they are so aware of their own needs—and I admit their great needs—that they lose sight of the fact that a law enacted by the Federal Government for the building of roads should make equitable distribution of funds among all classifications of roads used by our citizens and paid for by them.

I heard a proposal on this floor today that the amount set forth in the bill

should be cut in half. I have read the letter from the President, in which the magic figure \$500,000,000 is glorified, and I am reminded that, in the first place, experience has demonstrated that even the Budget Bureau may make errors. I am not sure but that we are living today under the burden of some of the implemented errors of the Budget Bureau. I am not sure but that if the Congress and the Budget Bureau could turn back the hand of time they would rectify errors wherein the Budget Bureau in the past has said that certain figures and no more were needed and must be used. I submit, Mr. President, that if \$500,000,000 was the figure which was applicable at the beginning of this year, it is now inadequate.

At the beginning of the year the Commissioner of Public Roads came before the committee and said that, as of the end of 1949, there were 44,000,000 automotive units on our highways, and that probably during 1950 the number would increase to 45,000,000. I asked the gentleman how many automotive units he thought would be manufactured in this country in 1950. He said he thought the number would be about 5,000,000. The record shows that, at the present rate, in excess of 9,000,000 automotive units will be produced in 1950.

As every Senator knows the money authorized by this bill is to be spent in 1951, 1952, and the first part of 1953. If the figure of \$500,000,000 was correct when the budget used it in the first part of this year, then the figure as contained in this bill, before the committee reduced it this morning, would have been inadequate to meet the needs, beyond those estimated by the witnesses at the time, inadequate to meet the increased cost which Senators now know will prevail.

So far as I am concerned, the people of Oklahoma sent the junior Senator from that State to Washington to use his judgment, even though it might not conform to that of the Budget Bureau. If the Budget Bureau is going to write these bills, perhaps we ought to fix it so the Budget officials would run for office every 2 years or every 6 years; and if Senators are to let the figures be fixed by others, perhaps we should have the benefit of civil service and protection in the tenure of office against the outraged feelings of those whose needs are inadequately met because we let others determine the figures we use in legislation for which we assume responsibility. I knew there was a Budget Bureau in Washington, Mr. President, but my position is somewhat like that of a certain maiden who got married. She said she had an idea that marriage involved a knowledge of childbirth, but that had she known all the details of it she would never have undertaken the responsibilities.

The language of the bill would insure that a part of the moneys appropriated under the Federal Road Act would be spent for the construction of local rural roads. I once read a story by O. Henry wherein he referred to those "rural areas out in the country," and I got a new concept of the words used for descrip-

tive purposes. As the Senator from Mississippi [Mr. STENNIS] has said, for 14 or 16 years every highway act has had in it words specifying that a part of the money should be used on rural roads. Perhaps some day some of it will be so used. I hope that by reason of the language contained in the pending bill some of the money will be channeled down until it reaches those "rural roads out in the country."

As referred to here this morning, the original Federal Highway Act was justified by the provision of the Constitution which reads, in part, as follows:

Congress shall have power * * * to establish post offices and post roads.

The original legislation provided, in part:

Be it enacted, etc., That the Secretary of Agriculture is authorized to cooperate with the States through their respective State highway departments in the construction of rural roads.

Yet there are those who say that the provisions of this bill are an innovation. The original highway legislation authorized the Secretary of Agriculture to cooperate with the States through their respective State highway departments in the construction of rural roads. That cooperation has yet to materialize with reference to rural roads "out in the country." In that original act rural roads are described as follows:

Rural post roads shall be construed to mean any public road over which the United States mails now are or may hereafter be transported, excluding every street and road in a place having a population of 2,500 or more.

That is a far cry from what the junior Senator from Illinois [Mr. DOUGLAS] had to say this morning, that participation in the building of roads should begin in New York City and Chicago, and should end within a few miles of the city limits or suburban areas of the metropolitan centers. I would not take one penny from them. Neither Mr. President, should they be permitted to take every penny from the rural roads. I shudder to think what that kind of psychology would do to the economic future of the Nation. It is clear that according to the original intent of the Congress the original justification for this program in the Constitution was the idea of building rural post roads. The last Federal Aid Act, the act of 1948, contains the following amendment:

except that for the purposes of this act and all subsequent acts continuing the postwar construction and reconstruction of highways in accordance with the provisions of the Federal Aid to Highways Act of 1944, (1) the term "secondary and feeder roads" wherever used in the Federal Aid Highways Act of 1944 shall include county and township roads; and (2) in selecting county and township roads on which funds are to be expended, the State highway departments shall cooperate with township trustees and other appropriate local road officials.

I would remind the distinguished Senator from Minnesota [Mr. THYE] that the spirit of the Federal Highway Act has ever been to channel a part of the appropriation and a part of the Federal participation down to the level of the county or township roads. But the stark

and awful truth is that that objective, worthy though it may be, is as yet a far-off dream and hope, and never, to this good hour, a reality.

In spite of these facts, only pitiful pennies of the billions of dollars of Federal-aid funds for construction of highways have ever been spent on local or rural post roads. The Federal Government in the current fiscal year will collect in excess of one and a half billion dollars in road-user taxes, of which approximately \$450,000,000 will be spent for highway construction.

Mr. President, in the Federal act there is a requirement that for a State to be eligible to receive Federal aid in its highway construction program it must not be guilty of the diversion within the State of road-user funds to other purposes than the building of roads. Yet the Federal Government stands here and holds its stern finger of authority and collects a billion and a half dollars of road-user money every year and spends less than one-third of that for the purposes for which it requires the States to spend every dollar of State money collected.

There are Senators who would seek to reduce the amount spent by the Federal Government from less than one-third of the road-user moneys collected to less than one-sixth of such moneys.

At the end of 1949 Americans owned and operated approximately 44,000,000 automotive units, of which farm families owned and operated approximately 26 percent. Yet the roads which these farm families use most and which mean most to them receive no part of the Federal aid highway funds. I would not reduce amounts now being spent by National Government for either phase of road building now eligible for Federal participation.

Mr. THYE. Mr. President, will the Senator yield?

Mr. KERR. I yield.

Mr. THYE. The Senator from Oklahoma just finished stating that the farmer does not receive any benefit—

Mr. KERR. With reference to those roads which mean most to him. That is the sad and awful truth.

Mr. THYE. Nevertheless the bill contains the specific language that the farmers are to participate in the fund. Am I right or wrong?

Mr. KERR. The Senator is correct.

Mr. THYE. What is wrong with the policy of those charged with the responsibility of administering the law, that the producer, the farmer, who must use the township road to get through to the market with that which he produces, does not receive any benefit when the law specifically provides that he shall be the beneficiary of Federal funds, why has the farmer not received them?

Mr. KERR. "O wad some power the giftie gie" me to be able to determine that, Mr. President. The junior Senator from Oklahoma has been a Member of the Senate only a little more than a year and a half. During that time I am frank to confess that there is no subject of which I have become the complete master and but few with which I have achieved a reasonable acquaintance. This subject is one of them, and I have

come to the conclusion that, while I am unable to have anything to do with changing the record which was written in the past, I hope that I and other Senators may be able, through this bill, to fix it so that from the time of its passage a proportionate equitable share of the Federal moneys appropriated for highway construction will be compelled to be channeled down to the local rural road level.

Mr. THYE. Mr. President, if the Senator will yield further, I should like to ask him this question: How many times in the spring of the year, when the frost is going out of the ground, in the northern section of the United States, has the Senator from Oklahoma noted farm vehicles parked anywhere from half a mile to a mile from the farm buildings, because the farmer is unable to use an automobile to reach the county hard-surfaced road or a State-aid road? The farmer has to travel either by foot or by tractor or by team of horses because the road is impassable. The road which is called a local township road is impassable. It is either full of mud or filled with snowbanks, and the farmer cannot get through except by foot, by team, or by tractor. His car may be parked for many a week on a county road or a State highway. That is a picture which anyone can see in the northern section of the United States, in the early spring or in the wintertime. The farmer's truck or car is parked oftentimes far from his home. Sometimes he cannot get to his own premises because the roads are not passable, because of mud or snowdrifts.

That situation is what we are trying to correct by this bill. We are trying to give the 20 percent of the population of the Nation residing on farms a little benefit from the taxes they pay, the highway-user taxes and all the other sources of revenue which go to make up the Federal budget.

I am pleading for that individual in the countryside when I ask that this type of legislation be given favorable consideration.

Mr. KERR. I thank the Senator from Minnesota, and, in response to his question, I may say that I have seen that picture so often that I have come to the belief that the stalled automobile and the farmer either afoot or in a tractor or with a team are an indispensable and inseparable part of the picture. It is not only to be seen in the northern and western sections; it is to be seen across the length and breadth of the southern areas of the country in many seasons of the year. I should not hesitate to express the belief that it might even be seen across the length and breadth of the States of Illinois and Oregon, in the rural areas, if there were those curious enough to look and able to see that which is so apparent.

Mr. McFARLAND. Mr. President, will the Senator yield?

Mr. KERR. I yield.

Mr. McFARLAND. I should like to ask the distinguished Senator from Oklahoma if he does not think the distinguished Senator from Illinois [Mr. Doug-

las] and other Senators are overlooking one thing, namely, that when we develop rural areas we create additional wealth which benefits the cities and makes their tax burdens a little lighter? Likewise, when we make it possible for the farmer to get his products to market a little more easily and a little more cheaply, the cities receive the benefit of it. Does the Senator not agree with me that the cities cannot live unto themselves, that they are dependent upon the rural areas of the United States, just as the rural areas are dependent upon the cities?

Mr. KERR. I agree with the Senator, with the exception that the cities are much more dependent upon the rural areas than are the rural areas dependent upon the cities. I am reminded of what the great Bryan once said with reference to the comparative position of the farmer and the worker, on the one hand, and the metropolitan center, on the other. He said, "Give the farmer and the worker prosperity, and cities will spring up and grow like magic, but take the prosperity from the farmer and the worker, and the grass will grow on the streets of every city in the land."

Those who live there would find it both a little indelicate and difficult to use that which would grow there as a substance to meet their needs for food, clothing, and shelter.

Mr. President, every mile of primary or secondary or urban highways constructed in part with Federal funds emphasizes the discrimination under present administration of Federal law against rural roads. The equal, original need for those totally ignored and too long neglected roads cries aloud for just and equitable participation in the overall Federal road program. Americans are fundamentally against any combine they are not in on. This applies to every Member of this body. It applies with equal force to the 30,000,000 Americans who make up our farm families.

They have had more promises and less roads than any other group. They have participated in the voting and payment of bonds; in the payment of State and national gas taxes; in the excise and sales taxes on all automotive units. They are happy that appropriate amounts are spent on primary roads, secondary roads, and urban projects. In simple justice, they now ask that appropriate amounts be spent on those roads which mean the most to them—local rural roads.

The most acute highway need in our country is with reference to approximately 3,000,000 miles of local rural roads. Hardly one-third of these are at present of all-weather type. Approximately one-half are neither graded, drained, or properly maintained. Over one-half of these roads are used for rural mail delivery; school buses travel 2,000,000 miles each day on these roads. The pupils they carry spend more time in the busses than they do in any single class. Of course, there is no way of knowing how many days' school they miss because the roads are in poor condition or impassable.

Surely this Government has a deep and compelling concern in properly en-

couraging the fullest development of farm prosperity and, as a matter of common justice, to be as diligent and effective in participating in the building of rural roads as either primary or secondary highways.

Rural roads are just as important to our people in the cities and towns as to those on the farms. These roads will serve not only in getting the farmer's produce to market, but also in getting the general market's products to the farms. They are vital to enable the farmer's family to get to the doctor or the doctor to them. They must be provided to enable the farm population to have equal access to schools, hospitals, and for the sending and receiving of mail.

In closing I call your attention to the following facts:

First. There is a great and growing necessity for more and better rural roads in this Nation.

Second. Present construction and current improvement are not equal to depreciation and current wear and tear, to say nothing of increasing needs.

Third. Present specifications prescribed by the Public Roads Administration are far too severe to permit sufficient rural road building from available funds to ever meet existing requirements.

Fourth. Those specifications are being made more rigid and burdensome each year. This results in less and less roads, when there should be more and more.

Fifth. In reality, and in spite of legislation intended by Congress to be otherwise, we have no farm-to-market or rural-road program in which the Federal Government participates. All money presently allocated for programs as operated by and under the Public Roads Administration goes into primary or secondary highways, not into rural or farm-to-market roads.

Sixth. Existing legislation, if liberally administered—which it is not—is wholly inadequate to bring about the building of rural roads in proportion to primary and secondary systems.

Seventh. Unless this or similar legislation is speedily enacted, the situation will grow steadily worse instead of better.

Eighth. The building or improvement of the type of roads contemplated in this bill is the most acute and worse-neglected road need in this Nation today.

Therefore, to conform the Federal-aid program to the letter and spirit of the Constitution and existing legislation; to meet the national needs for a more prosperous agriculture; to provide better means for the Nation's industrial production to flow without restriction to farms as well as cities and to enable farm production of food, feed and fiber to find its logical markets across the Nation; to do simple justice to 30,000,000 Americans in the matter of equitable participation in the Nation's over-all road-construction program; a proportionate part of Federal funds spent for road construction should and must be used on that part of our total road mileage where the

need is the greatest, to wit: Local rural roads.

ORDER FOR RECESS TO MONDAY

Mr. MAYBANK. Mr. President, earlier today we discussed the question of holding a session tomorrow. I suggested to the Senator who is in charge of the road bill that if it were agreeable to him the Senate would sit this evening until we had finished all debate on the bill. Some Senators have very important matters to take care of in their offices tomorrow, and they would like to know now whether they can arrange their affairs accordingly. I am therefore asking if it would be agreeable to the Senator from New Mexico to have the Senate sit this evening until we have finished debate on the bill, even if it is necessary to sit until 9 or 10 o'clock to do so, and not have a session tomorrow, Saturday.

Mr. CHAVEZ. Reserving the right to object—and I do not believe I shall object—I merely wish to make certain that Senators who desire to discuss the road bill will have an opportunity to do so, because on Tuesday we shall have very little opportunity to discuss it, and we shall have no time at all on Monday. Some Senators perhaps would like to discuss other matters as well, and the kind of request the Senator from South Carolina is making would have to be satisfactory to them as well, so that they would have some time to discuss their matters this afternoon.

Mr. MAYBANK. That is the idea I had in mind. I thought we could remain in session as late as might be necessary to enable all Senators to discuss whatever they may wish to discuss after the road bill has been debated. The Senator knows I have an amendment which I intend to offer, and I intend to support the road bill.

Mr. CHAVEZ. I have no objection.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. McCARRAN. I yield.

Mr. McCLELLAN. That would not do away with the unanimous-consent agreement under which we are operating with reference to the road bill, would it?

Mr. MAYBANK. No.

Mr. McCLELLAN. Because there would be a little time available on Tuesday. Perhaps we would have an hour and a half available to discuss the bill.

Mr. MAYBANK. I may say that the distinguished Senator from Arkansas asked that we change the hour from 12:30 to 1:30.

Mr. McCLELLAN. Because I did not want anyone to be foreclosed.

The PRESIDING OFFICER. The time for voting is set for 1:30 o'clock on Tuesday.

Mr. MAYBANK. The Senator from Arkansas suggested that hour.

Mr. McCARRAN. Apparently I was absent from the Chamber when a unanimous-consent agreement was entered into. I hear some reference to 1:30. What does that mean?

Mr. MAYBANK. Under the unanimous-consent agreement entered into we shall vote on the road bill and all pending amendments at 1:30 o'clock on Tuesday.

Mr. McCARRAN. Has such a unanimous-consent agreement been entered into?

Mr. MAYBANK. It was entered into yesterday.

Mr. CHAVEZ. Is it the understanding that what the Senator from South Carolina now asks is that when the Senate recesses this afternoon it recess until Monday?

Mr. MAYBANK. That is correct.

Mr. CHAVEZ. That does not vacate the unanimous-consent agreement with reference to the road bill.

Mr. MAYBANK. Certainly not.

Mr. MORSE. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. MORSE. Is it necessary to have a unanimous-consent agreement to accomplish what the Senator from South Carolina is seeking to accomplish?

The PRESIDING OFFICER. It could be done by motion.

Mr. MAYBANK. It could be done on a motion with a roll call.

The PRESIDING OFFICER. It could be done by motion.

Mr. MORSE. Would it not suffice to make a motion that the Senate recess until Monday?

Mr. MAYBANK. The Senator is correct. However, I wanted to make certain that Senators who wanted to make engagements for Saturday could do so with the understanding that the Senate would not sit on Saturday but would sit late this evening. The Senator is correct in suggesting that the motion could be made late this evening.

The PRESIDING OFFICER. An order entered to recess from today until Monday makes assurance double sure.

Mr. MORSE. What it amounts to is that there will not be a meeting of the Senate tomorrow.

Mr. MAYBANK. That is all it does.

The PRESIDING OFFICER. Is there objection to the request of the Senator from South Carolina that when the Senate concludes its business today it stand in recess until Monday next?

The Chair hears none, and it is so ordered.

SUSPENSION OF DEPORTATION OF CERTAIN ALIENS

Mr. McCARRAN. Mr. President, I ask that the Chair now lay before the Senate a message from the House with respect to Senate Concurrent Resolution 57.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the concurrent resolution (S. Con. Res. 97) favoring the suspension of deportation of certain aliens, which was, on page 7, after line 7, insert:

A-7203368, Andronico, Adolfo Paul.
A-7057136, Cognets, Ingeborg des, or Ingeborg Dederling.
A-1745860, Coumantaros, Spiro Stavros Nocolas.
A-7546054, Iliopoulos, Florika.
A-6727197, Lambros, Alexandra Kalognomou (nee Kalognomou).
A-6727197, Lambros, Anthony Illias.
A-4076425, Moatsos, George Nicholas.
A-4314344, Moatsos, Lily or Evangelia (nee Hadjiargyris).

A-7040189, Mohl, Sophie.
A-7040188, Mohl, Therese Margaret or Therese Mohl or Terese Mohl.
A-6700887, Rodman, Sidra Vellatrani (nee Sidra Velletrani).
A-7779638, Yeh, Chang Shang-Wen, or Chang Shang Wen.
A-7779639, Yeh, Jun-Sun, or Stephen Yeh or Jun-Sun Stephen Yeh.

Mr. McCARRAN. Mr. President, this is a concurrent resolution favoring the suspension of deportation of certain aliens. The House has amended the resolution by adding 13 names.

The staff of the Immigration Subcommittee of the Committee on the Judiciary has checked each of these cases individually, and it has been found that they all meet the requirements for suspension of deportation under the law, pursuant to which their names were submitted.

Accordingly, I now move that the Senate concur in the House amendment to Senate Concurrent Resolution 97.

The motion was agreed to.

EWA PLANTATION CO., A HAWAIIAN CORPORATION

The PRESIDING OFFICER laid before the Senate a message from the House of Representatives announcing its disagreement to the amendments of the Senate to the bill (H. R. 2233) for the relief of Ewa Plantation Co., a Hawaiian corporation, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. McCARRAN. Mr. President, this is a private relief bill, conferring jurisdiction on the court to hear and determine a claim. The House has disagreed to the amendments of the Senate and requested a conference.

Mr. President, I move that the Senate insist on its amendments, agree to the conference requested by the House, and that the Chair appoint conferees.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Nevada.

The motion was agreed to; and the Presiding Officer appointed Mr. WITHERS, Mr. EASTLAND, and Mr. WILEY conferees on the part of the Senate.

MRS. BARBARITA ROMERO

Mr. McCARRAN. Mr. President, I ask that the Chair lay before the Senate a message from the House with regard to Senate bill 1320.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 1320) for the relief of Mrs. Barbarita Romero which was, on page 1, line 6, strike out "\$10,000" and insert "\$5,000."

Mr. McCARRAN. Mr. President, this is a private relief bill. The claimant is a resident of New Mexico. The purpose of the bill is to compensate her for the fatal injury and death of her daughter. The Senate passed the bill in the sum of \$10,000. The House has amended this to make the amount \$5,000.

The sponsor of the bill, the Senator from New Mexico [Mr. CHAVEZ], has been reported to the chairman of the Committee on the Judiciary as being willing that the House amendment should be ac-

cepted, because, while he would naturally prefer the larger sum for his constituent, he recognizes that unless the House amendment is agreed to, this legislation might very well fail to pass before the end of the session.

Accordingly I move that the Senate concur in the House amendment to S. 1320.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Nevada.

The motion was agreed to.

A. K. CHAHROUDI

Mr. McCARRAN. Mr. President, I ask that the Chair lay before the Senate a message from the House with respect to Senate bill 2457.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 2457) to confer jurisdiction on the Court of Claims to hear, determine, and render judgment upon the claim of A. K. Chahroudi which was, on page 1, line 8, after "court," insert a comma and "notwithstanding any statute of limitation."

Mr. McCARRAN. Mr. President, this is a bill to give the claimant his day in court by granting jurisdiction to the Court of Claims to hear and determine the controversy.

The House has amended the bill by inserting a specific provision that this action may be brought notwithstanding any statute of limitation.

Since the bill by its terms limits the bringing of the action to the period of 6 months following the date of approval of the act, there appears to be no objection to this House amendment.

Accordingly, I move that the Senate concur in the House amendment to the bill S. 2457.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Nevada.

The motion was agreed to.

JOHN J. SEBENICK—CORRECTION IN ENROLLMENT OF BILL

Mr. McCARRAN. Mr. President, S. 3059 is a bill to provide for payment to John J. Sebenick, a former lieutenant, junior grade, in the United States Naval Reserve, a sum equal to his pay and allowances for 34 additional days of terminal leave. The board, for the correction of naval records, has ordered its records corrected to show his entitlement to this leave pay. The committee amended the bill to add the usual proviso limiting attorney's fees to 10 percent. When the amendment was made the following words: "By any agent or attorney on account of services rendered" were inadvertently omitted from the proviso. As the bill now reads, it is subject to the technical interpretation that no more than 10 percent of the amount authorized in the bill may be paid to the claimant. The enrolled bill is now at the White House.

The concurrent resolution which I now send to the desk requests the President of the United States to return said enrolled bill to the Senate and, upon its return, the action of the presiding officers of the two Houses signing said bill shall be deemed rescinded. It further pro-

vides that the Secretary of the Senate is authorized and directed to amend the bill by inserting after the word "received" on page 2, line 2, the words: "By any agent or attorney on account of services rendered."

The PRESIDING OFFICER. The concurrent resolution will be read for the information of the Senate.

The concurrent resolution (S. Con. Res. 101) was read as follows:

Resolved by the Senate (the House of Representatives concurring), That the President of the United States is requested to return to the Senate the enrolled bill (S. 3059) for the relief of John J. Sebenick. If and when said bill is returned by the President, the action of the presiding officers of the two Houses in signing said bill shall be deemed rescinded; and the Secretary of the Senate is authorized and directed, in the reenrollment of said bill, to make the following correction: On page 2, line 2, following the word "received", insert the words "by any agent or attorney on account of services rendered."

Mr. McCARRAN. Mr. President, I ask unanimous consent for the immediate consideration of the concurrent resolution.

The PRESIDING OFFICER. Is there objection?

Mr. MAYBANK. Mr. President, I understand it is quite in order to have the bill sent back.

Mr. McCARRAN. It follows the precedent, and is in order.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Nevada?

There being no objection, the concurrent resolution (S. Con. Res. 101) was considered and agreed to.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal-aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

Mr. McCARRAN. Mr. President, I send to the desk an amendment to be offered by myself, the junior Senator from Utah [Mr. WATKINS], the senior Senator from Utah [Mr. THOMAS], and the junior Senator from Oklahoma [Mr. KERR], to H. R. 7941, the Federal-aid highway bill.

In order that Senators may know what my proposal comprehends, may I say that this amendment will make immediately available upon passage of the Federal Aid Highway Act the necessary authority to begin construction on vitally needed links on main highways located entirely with public domain lands. I shall not take the time of the Senate with great explanation, since the bill as it stands before the Senate now authorizes the appropriation of \$5,000,000 per year for a period of 2 years to construct and maintain main roads passing through wholly federally owned lands.

My amendment would make it possible that construction might begin immediately on such roads.

To cite one case, let me say this amendment would allow completion of

a transcontinental highway, U. S. 6, which now has only 47.4 miles of its 3,000 miles uncompleted. This link lies in eastern Utah, and extends from the Utah line westerly across the State of Nevada and southward to the Pacific coast.

This incomplete link is important to the military security of our Pacific coast. In the State of Utah and surrounding Salt Lake City, there are many military facilities. These facilities manufacture small arms and other armament of various kinds. Also located in that immediate area are Hill Field, one of the three largest air bases in America; the important Clearfield, Utah, naval supply depot; the Army supply depot at Hill Field; and the Tooele, Utah, ordnance depot which stores war-time chemicals and munitions. There is the mammoth steel plant at Provo, Utah, and the large chemical warfare depot at the Dugway Proving Grounds.

The city of Salt Lake lies in a basin and is connected to the Pacific coast directly by one main highway—Highway 40. This area needs another route to relieve Highway 40 from its terrific burden. Likewise, if military activity rendered useless this highway, it would be impossible for military traffic to reach the west coast from the Salt Lake City area except by long routes through Idaho to the north, or south through Arizona. Highway 6 would provide this vitally needed alternate route. Since the uncompleted section of this highway lies wholly within public domain lands, existing authorizations allow Federal funds to be utilized.

The Public Works Committee received considerable testimony on this subject of highways lying entirely on the Federal domain which have not been improved due to the lack of habitation on such lands and the inability of the States to spread their highway funds far enough to reach such roads. Only a few remaining links lie within this category. I understand these States, in addition to the State of Utah, are Oklahoma, Arkansas, Arizona, New Mexico, and possibly Oregon.

Because of the military necessity of some of these uncompleted links, and the fact that our faces are turned westward now to the Pacific coast as a staging center for vital shipments to the Far East, I hope favorable consideration can be given to the amendment at the proper time.

Precedent for such immediate contract authorization as I propose exists in the highway aid bill as it now stands, in the section dealing with construction of parkways within national parks.

Mr. President, I ask unanimous consent that the amendment may be printed in full in the RECORD.

The amendment submitted by Mr. McCARRAN (for himself, Mr. WATKINS, Mr. THOMAS of Utah, and Mr. KERR) was received, ordered to lie on the table, to be printed, and to be printed in the RECORD, as follows:

On page 25, line 19, strike out the period and insert in lieu thereof a colon and the following: "Provided further, That \$2,500,000 of the sum authorized for the fiscal year

ending June 30, 1951, shall be available for contract immediately upon the passage of this act."

PROPOSED PRICE AND ALLOCATION CONTROL

Mr. MALONE. The bill S. 3936 to control prices and allocations seems inconsistent at this time due to many factors.

NO FOREIGN POLICY

Chief among these factors being that the Government has no international policy.

No one knows, least of all the Members of the United States Senate, whether or not we intend to stop at the thirty-eighth parallel in the war we are now conducting and which the President chooses to call a police action; whether we will stop at the thirty-eighth parallel and leave a couple of divisions of troops to maintain the division of the Korean Nation, or whether we will push on to the north boundary of Korea and leave a few divisions there to contain Russia.

CONTROL WITHOUT OBJECTIVES

Either seems to be an impossible condition. The President has not named the objective, but is now asking for controls which obviously is not needed at this time if this is truly only a police action.

OVERSUPPLY AT THIS TIME—OPA

Further, Mr. President, if such controls as are described in the bill mean—control of everything from the price of eggs to real estate is to be fastened on this country at this time, when we have more than enough of everything, and when to go into the manufacture of war materials will require several months and an estimated 10 percent of our income the time is not opportune for such controls. The experience of this country through World War II with the OPA, when it was almost impossible to unfasten the Governments tentacles from business following the war, it seems inadvisable to put into the hands of the President of the United States the right to interfere at any time and the right to fasten such controls at random, as he may see fit to the business life of the Nation.

SENATE SUBJECT TO CALL—24 HOURS

Mr. President, the Senate of the United States will shortly complete its principal work for the year. One suggestion is that we adjourn 3 days at a time. Another suggestion is that we might adjourn subject to the call of the President, the majority or minority leaders.

In either case the Members of the Congress of the United States are within 24 hours of Washington any place in the United States of America.

NO SUCH EMERGENCY

Mr. President, I submit that no such emergency exists at this time as to warrant any such political authority be given to the President of the United States, or for the Congress to divorce itself entirely from this date on, from having any part in deciding either as to the time or extent of the regulation that may later be needed.

STORED FOOD AVAILABLE

Mr. President, when we speak of food, for example, I want to say that the United States of America has stored in caves and warehouses and in various other types of storage a total of \$2,295,600,000 worth of food, from Maine to California. This is at least a partial list of such food:

Butter, 192,000,000 pounds, \$100,000,000. Dried milk, 322,000,000 pounds, \$50,000,000. Cheese, 80,000,000 pounds, \$25,000,000. Dried eggs, 170,000,000 pounds, \$150,000,000. Cotton 2,551,000 bales, \$432,000,000. Corn 325,000,000 bushels, \$500,000,000. This is about the amount of money, Mr. President, asked for to build roads in the entire country, as we heard in the debate a few minutes ago. Wheat, 32,000,000 bushels, \$797,000,000. Flax seed, 16,000,000 bushels, \$38,600,000. Linseed oil, 502,000,000 pounds, \$153,000,000.

GOVERNMENT DISPOSING OF FOOD 10 CENTS ON THE DOLLAR

Mr. President, that probably does not include a great deal of miscellaneous material stored here and there, and bought up under the Government program. We read in the newspapers in the last few weeks that the Government is making a great effort to get rid of this food; to ship it to foreign countries at 2 cents, 5 cents, and 10 cents on the dollar. As a matter of fact, if we are anywhere near the condition the bill would indicate, that some of the Members of Congress and the President seems to think we are in, now is the time to save this food.

CREDIT CONTROLS

Mr. President, we need credit controls. We need better control of the inflationary factors by the Federal Reserve Board.

We know that price control cannot work—it creates cheats and chisellers—it creates competition with the Government instead of cooperation.

Mr. President, an article by Edward H. Collins in the August 8 issue of the New York Times is a well written and well thought out outline of some of the pitfalls of regulation.

Mr. President, I ask unanimous consent that the article may appear at this point in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

PRICE-WAGE CONTROLS IN PERSPECTIVE

(By Edward H. Collins)

Perhaps the most charitable thing that can be said of those Congressmen who engaged in last week's stampede for an immediate freezing of prices and wages is that they are lamentably in need of a course in memory training.

There is no other logical explanation for the two basic misconceptions which seem to have been implicit in their actions. One of these is the belief that the economic problem posed by the 1950 defense program at this stage is roughly analogous to that which we faced in World War II; the other is the singularly naive idea that earlier experience with such controls was a brilliant and unqualified success. It should hardly be necessary to point out that neither assumption has any warrant in historical fact.

Mr. Truman has pointed out that the new military-expansion program would account

for only about 10 percent of our present national product of nearly \$270,000,000,000. This means—to state it in somewhat oversimplified terms—that even when the program actually gets under way, which will not be for several months, 90 percent of our productive energies will still be available to serve the Nation's civilian needs. This, it should be added, is 90 percent of a production potential \$100,000,000,000 larger than that of 1939.

To bring this picture into perspective, let us refresh our memories briefly on the general character and magnitude of the World War II effort. In that war we retooled most of our heavy peacetime industries, expanded them enormously, and transformed them into one gigantic, coordinated munitions industry. As early as October 1942, we were pouring 50 percent of our national income into war production. A year later the Federal Reserve Board reported that 70 percent of the country's production facilities were concentrated on winning the war. Winning the war meant, among other things, raising, equipping, transporting, and feeding an American armed force of nearly twelve million; providing lend-lease aid to our allies at a rate which by the end of 1944 had reached \$1,000,000,000 a month, and producing the bulk of the shipping which, with the aid of new combat techniques, made it possible to eliminate the dreaded menace of the German U-boat.

Now the diversion of that much of a nation's economic effort to war calls for cutbacks of major proportions. In this case it meant, to all intents and purposes, the complete stoppage of the production of peacetime consumer durable goods—automobiles, radios, electric refrigerators, and the innumerable household gadgets which have come to be a symbolic adornment of the American way of life. At the same time, an estimated 50 percent of all American food products had to be earmarked for consumption either by our own military forces or by our allies under lend-lease.

The gross national product in this period increased from \$91,300,000,000 in 1939 to \$213,700,000,000 in 1944. Our over-all production rose therefore at a spectacular rate. Even allowing for this, however, the picture that unfolded was one of a steadily expanding volume of purchasing power at a time when the supply and variety of civilian goods and services were contracting just as steadily. Here, in this rapidly widening divergence of supply and demand—this inflation gap—is to be found the genesis of price and wage controls and the rationing of food in World War II.

To say that these over-all controls were 100 percent effective would be untrue. To say that they were 60 percent effective would probably be an exaggeration. The Bureau of Labor Statistics' index of the cost of living performed, on its face, respectably enough. But that index, for a number of obvious reasons, left unrecorded many things that vitally affected living costs—the black markets, the deterioration in the quality of many standard civilian items, and the fact that many others were unavailable for the simple reason that they weren't being produced. The little-steel formula, which was supposed to represent a sort of Maginot line in the field of wages, was irreparably breached by John L. Lewis in 1943, and from that point forward the War Labor Board found itself fighting a rear-guard action against a steady onslaught of demands from the labor unions for higher wages. It is an unpalatable fact that, as against a 1916-35 average of 1,868 labor disputes annually, the numbers in the war period ranged from 2,968 in 1942 to 4,956 in 1944, the latter an all-time high.

In short, price-wage controls were adopted in World War II because in the circum-

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

MR. MORSE. Mr. President, I wish to comment briefly upon the pending measure, because there is certain material which I desire to place in the RECORD, as a matter of record; and under the unanimous-consent agreement in regard to the program on Monday, time simply will not be available then to place the material in the RECORD. Therefore, I shall submit the material at this time, together with very brief comments.

In view of the fact that my good friend, the Senator from Arkansas [Mr. McCLELLAN], is now presiding over the Senate, and in view of the fact that earlier in the day he engaged with me in a colloquy regarding a point of view of mine concerning this bill—namely, that one of my objections to the bill is that in my opinion, for whatever it is worth, an analysis of the bill will show that it discriminates in favor of the South and the Southwest, as regions, without any particular reference at this time to any particular State—I wish to state that my statement of the fact that I feel that way was not intended, earlier this afternoon, and is not intended now, to constitute an offensive comment in regard to any State of the Union. I was very glad that my friend, the Senator from Illinois [Mr. DOUGLAS] agreed with me in that connection. I think it is only fair to say that during the quorum call he and I had a conference in which we agreed upon the procedure we subsequently followed in regard to that matter; namely, we agreed that in order to clear up the misunderstanding which had developed on the floor of the Senate, all that it was necessary to do was to have read by the official reporter the remarks we had made on the floor of the Senate, for we felt that our remarks themselves would show that not by the slightest stretch of the imagination could there be read into them any violation of rule XIX.

Certainly, Mr. President, in debate in the Senate of the United States we must never reach the point where a Senator who thinks a bill discriminates against a State or a section of the country cannot say so. That is all I have undertaken to say, either now or at any other time in my service in the Senate, regarding such matters.

I have heard made on the floor of the Senate various statements to the effect that certain pieces of legislation or proposed legislation in connection with some of our great river developments, for example, discriminated in favor of the Pacific Northwest. I can understand that point of view. I have never felt that when such statements were made, the Senator making them was speaking offensively of my State. To the contrary, I felt he was simply expressing an honest judgment and evaluation of the

bill, as he saw it, during the course of the debate.

That is exactly the way I feel about this particular bill. In the few minutes I shall take, I intend to state why I feel that way about the bill. I shall state that I feel that this bill makes it possible for States in the South and the Southwest to make use of Federal funds for so-called country or rural roads, whereas in my opinion, for whatever it may be worth, such Federal funds should be used for the development of primary and secondary roads. However, when I make that statement, in no way does it mean that I am speaking offensively of any State. To the contrary, I am speaking about a matter of policy. I simply happen to think that it is bad Federal policy for the Congress to authorize the appropriation of Federal funds under this bill, in section 1 (b), on page 13, beginning in line 10, under a Federal-aid program, by means of the terms and conditions of the language of that provision of the bill.

I have no objection to having other Senators disagree with me. The Senator from Oklahoma [Mr. KERR] disagreed with me this afternoon. I wish to say that he completely failed to convince me of the correctness of his position.

I feel that when we come to the proposed use of Federal funds for Federal-aid purposes, we must see a clear national interest concerned in the proposed expenditure of the funds. That becomes a matter of degree, I admit, in specific cases.

MR. STENNIS. Mr. President, does the Senator care to yield, or does he prefer not to be interrupted?

MR. MORSE. Mr. President, I prefer not to yield, because the hour is late.

MR. STENNIS. Very well.

MR. MORSE. I wish to say to my good friend, the Senator from Mississippi, that my main purpose is to get my point of view into the RECORD. I do not think any Senator's opinion will be changed by the statement I am now making. I think we are dealing here with a question of policy. Senators will take one position or the other regarding it. I am simply expressing now my view of what I think is sound public policy in regard to Federal-aid funds. I do not limit this policy to roads; I would apply it in general to the use of Federal-aid funds.

Mr. President, I say that when we come to the question of the use of Federal funds for Federal aid, we should look to the question of whether such funds will be used for the solution of a problem which is clearly national in character.

I think the use of Federal funds for the building of primary roads is a use vested with a national public interest. I simply do not see much room for dispute about the fact that the people of California and the people of Mississippi and the people of Florida and the people of Maine and the people of all the other States of the Union have a great national interest in the development of a primary road system across the country.

Again I emphasize my belief that probably my difference with the Senator from Mississippi, and, I am sure, my difference

with the Senator from Oklahoma—judging from his remarks this afternoon—goes to the question of degree; but we have to draw a line somewhere in demarcating the difference between a Federal, national interest, and a local interest. I can see a rather clear line of demarcation between a system of primary roads, and even between our system of major secondary roads in the United States, and the so-called local, country, farm-to-farm, or small community to small community roads, on which the traffic is very light, roads over which—as has been said by one of the authorities I shall quote later in my remarks—from 25 to 50 cars pass daily. I refer now to roads in many parts of the United States to which this section of the bill would apply, if I understand it correctly—roads of the type we see when, in driving in rural areas, we travel over roads in which at some seasons of the year we see a lush growth of grass, so much so that the grass in the middle of the road strikes against the oil pan of our automobiles. I say that the expenditure of Federal funds for country roads of that kind as a matter of degree is beyond the test which I would apply in regard to the spending of Federal funds, belonging to the taxpayers of the country, for a national purpose, a purpose vested with a Federal interest.

Of course, reasonable men can differ about this matter, just as this debate shows they differ. Certainly, if I correctly judge the remarks which have been made by the Senator from Oklahoma, he completely disagrees with me on this point.

However, I say to the Members of the Senate that I believe that an analysis of this problem will show that there are many States of the Union which have not been doing enough on a State level in defraying the costs of improving the country roads. I think the improvement of the so-called country roads is primarily the job of the State legislatures, not the job of the Federal Government. Why do I say that? Because I do not want to see the principle of Federal aid abused. In my judgment, there is great danger of having a very sound principle of Federal aid in many fields of social and economic endeavor fall into public disrepute because of the growing fear on the part of millions of American people that there is a movement afoot to have the Federal Government take over more and more of the obligations and governmental duties and activities of local self-governing units. Those of us who favor the use of the Federal-aid principle to help out on problems which are national in scope need to be on guard against a misuse of the Federal-aid principle. I believe we greatly weaken the cause of the Federal-aid principle if in any piece of legislation we provide for its use in helping to defray the cost of a service which ought to be defrayed by the State and local governmental units, be they State, county, or municipal.

To understand my position in this debating quarrel, one must understand that I differ with the committee, because I think in the provision on page 13 the

committee has gone too far in its use of Federal aid, and that the committee is seeking to use Federal funds for defraying the cost of maintaining and improving country roads which ought to be developed and paid for by the State government, not by the Federal Government. Or, to put it in another way, I think the principle of Federal aid is properly applied in road legislation only if it is limited in the main to the so-called primary and secondary roads which can be linked up, as road legislation in the first instance in the history of the country was linked up, with a road system which would promote the national defense.

So my difference with the committee in regard to this particular section, as a question of policy, goes to a matter of the degree to which the principle of Federal aid should be applied in connection with road building.

I know, Mr. President, because I have driven over miles of them, that there is great need for improving the farmers' roads. I know that there are a great many so-called country roads which need improvement. But I do not believe that is the job of the Congress. According to my view, as a matter of policy it is primarily the job of the State legislature, because if the responsibility is not placed there, then I believe we lay a basis for the type of criticism I made earlier this afternoon and which I now, in effect, repeat. That is, States that proceed on their own initiative appropriating substantial State funds for the development of their own country roads would be penalized; and the State which is backward in respect to this particular problem would, I think unfairly, be favored; that is, a State which has failed to spend the amount of money it ought to have spent for the development of its country roads and then comes to the Congress for such legislation as this and asks for Federal aid to do a job which in the first instance should have been done by the State itself, not by the Federal Government.

We may differ about that as a matter of policy, but it so happens that that matter of policy seems to be the one which the road authorities in my State think is a very important one. So the remainder of my remarks this afternoon, directed against section 12, subsection (b), beginning on page 13, is to call attention to the arguments of the road authorities in my State and to the statements they make as to the effect of this particular section upon my State, and to say that, for the reasons set forth in the arguments presented to me by these experts, and which I am inclined to think are sound, I am going to favor the Lodge-Saltonstall amendment, which is an amendment, on page 13, beginning in line 12 with the word "Said," to strike out through page 14, line 2.

Mr. President, I have before me a letter from John Aschim, secretary-manager of the Tillamook Chamber of Commerce, dated June 29, in which he says:

As I ponder the Federal-aid-to-highways program as adopted by the Congress, I am prone to think that the House was more realistic than the Senate in its consideration of States in the west.

Our own State could and would use a larger fund than presently allocated to national advantage. I well know you will devote full effort in that direction. I hope it succeeds.

He goes on to point out his objections to the provisions on page 13, covered by the Lodge-Saltonstall amendment. He points out that it would do great injury to the farmers of our State, because it would handicap the development of the secondary roads so essential to the farmers and so essential to getting out the great natural resource of timber production in our State.

I now wish to read into the RECORD a telegram which I received from R. T. Moore, chairman, Western States Highway Committee, Council of State Governments, Coos Bay, Oreg.:

COOS BAY, OREG., July 22, 1950.

WAYNE L. MORSE,
United States Senate,
Washington, D. C.:

Refer H. R. 7941 Senate amendments increasing secondary road allotments will wreck current program concentrating on badly needed timber access roads in Oregon. Adoption Senate amendments would strike devastating blow at timber economy at time when high production absolutely essential. No bill at all would be preferable. Strongly urge your insisting upon restoration House provisions and adoption of Baldock suggestions air-mailed today. This matter most vital to Oregon lumber industry.

R. T. MOORE,
Chairman, Western States Highway
Committee, Council of State Gov-
ernments.

The next telegram is one under date of July 22, signed by Clay Cochran, manager of the Salem Chamber of Commerce, Salem, Oreg. It reads as follows:

Senate version, H. R. 7941 is inimical to Oregon interests, particularly the timber industry, in that it virtually prohibits expenditure of secondary Federal-aid funds for State highway. Secondly, State highways are vital to timber industry, and these roads are badly in need of reinforcement to eliminate necessity of winter loads. Moreover, this provision will prevent building North Santiam Highway. Recommend delete from Senate version, page 13, line 10, to page 14, line 2—

That is the Lodge-Saltonstall amendment—

and insert in lieu thereof the language from H. R. 7941, House version, page 2, line 5, through to line 9.

I had hoped—and I raised this question informally with various members of the committee—that in order to meet the objections of these Oregon critics we could reach some understanding as to a change in the language on page 13 which would make it possible for the State highway commission to exercise its sound discretion in light of the conditions that exist in my State. But the members of the commission who communicated with me—and their communications will be inserted in the RECORD as I proceed with this discussion—have studied this language very carefully. They are familiar with the problems in my State, and they advise me they cannot operate under this language, no matter how much the members of the committee assure them that they think

they are making a very strict interpretation of the language.

So, Mr. President, what I am saying is that this section of the bill as it affects my State—and apparently it must be true of some other States, or the Lodge-Saltonstall amendment would not have been offered—irrespective of our point of view as to the general policy which I discussed earlier in my remarks, would work an injury. I cannot believe that the authors of the bill—the members of the committee—want to do that. Therefore, it seems to me that those of us who are opposing this language in the bill are entitled to very careful consideration of our point of view by the members of the committee, to the end of trying to work out between now and Tuesday, if it is at all possible—

Mr. THYE. Mr. President, will the Senator yield?

Mr. MORSE. I should prefer not to yield. The Senator from Minnesota was not present when I refused to yield to another Senator. I want to get these remarks into the RECORD.

I sincerely hope, Mr. President, that the members of the committee will give some consideration between now and Tuesday, before we come to a vote on the Lodge-Saltonstall amendment, to what I have stated because I shall vote for that amendment if I am given no other alternative. There is no other course I can follow, in fairness to my State. But I hope there will be drafted some language which will make it possible for the highway commissions that find themselves in the position in which the Oregon Commission finds itself to be granted discretion to use these funds on those parts of the road system which they think will promote the best interests of the economy of the State.

Mr. President, I read, with some running remarks about the contents of the letter as I go along, the last letter which I have received from R. H. Baldock, the State highway engineer of Oregon. He is one of the great road authorities of the entire Nation. When we consider his testimony, Mr. President, we are not considering alone the testimony of the State highway engineer of the State of Oregon, but we are considering the testimony of a road man, an authority on roads, who is recognized as such across the Nation, a man who has received a great many honors from various road construction and highway associations. Believe me, Mr. President, as I have weighed his argument against the arguments which I have heard on the floor of the Senate in support of the committee's version of the bill, I have reached the conclusion that those who have spoken for this bill, including my good friend from Oklahoma [Mr. KERR], have not even come anywhere near answering the arguments of Mr. Baldock. Even if we could agree—and we do not agree—that the use of the funds provided in this section of the bill under a Federal-aid principle for country roads is sound in policy, I do not believe we could still justify executing that policy by language in a bill which discriminates so unfairly against Oregon and apparently against the States of other Senators who find

themselves in support of the Lodge-Saltonstall amendment.

I hope that between now and Tuesday, when we vote on the bill, we can reach some agreement on the basis of the record which I am hoping to make this afternoon, in behalf of the highway authorities of my State, which will permit some modification of the language and which will give to them the definition they need.

Of course, they particularly object to the kind of language beginning on line 19, page 13, which reads as follows:

Provided, That if the State highway department of any State with the concurrence of the Commissioner of Public Roads shall find on a factual basis and so certify that in said State it will be impracticable to expend said funds, or a specified percentage thereof, that have been allotted to said State, on said class or classes of roads, then such percentage of said funds allotted to that State as may be so certified may be expended on other secondary roads or secondary highways, including State highways, in said State.

The chairman of the Oregon Highway Commission said to me, "Senator, I cannot certify that it would be impracticable to spend those funds, if I correctly understand the dictionary definition of the word 'impracticable'; but I can certify it would be highly undesirable to do so, that it would not be in the best interests of a road system in Oregon that would promote the greatest good for the economy of the State."

Mr. President, what I am about to say is not said in a spirit of boasting, because I am not given to boasting about the accomplishments of my State in a particular field in comparison with the accomplishments of other States in the same field. I do not think that ever helps arguments. I make this observation not in the spirit of boasting. But the chairman of our State Highway Commission, who is a past president of the Association of American Highway Commissioners, said to me that Oregon has done an outstanding job in the past in the development of her country roads with State funds. He pointed out to me that Oregon has used, apparently, a much larger percentage of its income from gasoline taxes for the development of country roads than have a great many other States.

So the effect of this bill, as the chairman of our commission informs me, is really to penalize my State by mandate, as he interprets the language, requiring the State to spend these funds, under this section of the bill, on so-called country roads, when the funds are needed to be spent on primary and secondary roads, and their expenditure on such roads would afford greater benefit to the Oregon farmer than would be afforded by applying them in any other way.

I read what he says:

Dear Senator MORSE—

The letter is dated July 21. I may say, Mr. President, that I have made my views known, not formally in committee hearings but informally to members of the committee, and I have sent to the committee from time to time copies of

letters from road authorities in my State as they have pointed out to me from week to week the bad effects the bill would have upon road problems of the State of Oregon. He says in his letter:

I am greatly disturbed about the congressional action on the 1950 road bill. H. R. 7941, as passed by the House, is perfectly satisfactory to me and, I believe, to the majority of the members of the American Association of State Highway Officials, but the Senate version, while it bears the number of the House bill, after the enactment clause has inserted Senator CHAVEZ' omnibus bill, S. 3424, and deletes all of the House bill.

This bill, if enacted into law, will end Federal aid as we know it and eventually make of the highways a pork barrel, a thing that would be very detrimental to the economy of the entire country.

Mr. President, when he wrote that sentence he expressed in a little different language the point of view of the junior Senator from Oregon when early in his remarks he pointed out that he thought there was involved a fundamental question of policy, the question of drawing a line of demarcation between the use of Federal funds for the promotion of a Federal interest or objective, and the use of Federal funds for the promotion of an interest or activity which is either solely or primarily local in scope and nature. I think the type of roads which are covered by the section of the bill I am objecting to involves a governmental function which is primarily local in nature and ought to be handled by funds appropriated by State legislatures and not by the Congress of the United States.

Mr. Baldock goes on to say:

In my opinion it would be better for the country to have no bill than this bill.

Here is not only the State highway engineer of Oregon, but a past president of the American Road Association and a recognized national authority in the field of highway problems and road-construction problems, who thinks that the language I am objecting to in the bill is so unfortunate that he would rather have no bill at all than this bill.

He says:

In my opinion it would be better for the country to have no bill than this bill. There is only one ray of hope in the dark sky and that is that, when the bill goes to conferees, some amendments may be made to eliminate the inequities of the Senate bill.

May I ask your special consideration to strike out from the Senate bill the entire section on page 13 from line 10 to page 14, line 2, and substitute in lieu thereof the original H. R. 7941 language on page 2 from line 5 to line 9, inclusive; to delete from the Senate version on page 19, line 21, through page 21, line 2, and substitute in lieu thereof the text in original H. R. 7941, as passed by the House, from page 3, line 6, to page 4, line 3; also to delete in its entirety section 14, Senate version, page 33, line 8 through line 12.

It would, of course, be much better to delete the entire Senate version of H. R. 7941 and to have the Senate pass in its entirety, without any change or modification, H. R. 7941 as passed by the House.

Very truly yours,

R. H. BALDOCK,
State Highway Engineer.

Mr. President, I may offer some of those amendments on Tuesday, if be-

tween now and Tuesday we are not able to work out in conference between and among us some modification of the language on page 13 of the bill which would relieve such highway commissions as the commission in Oregon and other States from the restrictions which they feel would be imposed upon them unfairly by the language.

I think a very sound objection against the language of the bill to which I am taking exception this afternoon was submitted to me in the communication under date of May 18, 1950, the contents of which were made known to the various members of the committee, who told me, though they had no commitment, that they were glad to have the point of view and would see what could be done about working the bill out in a way which would relieve Mr. Baldock of his fears concerning the language of the bill.

I have no criticism of members of the committee as Senators. I think they followed their lights and sights as they have seen this issue. I am satisfied that the Senators to whom I have talked fear Mr. Baldock is unduly disturbed about the effect of the language of the bill. However, Mr. Baldock is not alone. A great many others engaged in highway work across the country entertain the same fears. That is why we have the Lodge-Saltonstall amendment pending before the Senate. In any Federal-aid legislation of this kind when there is such a strong bloc of opposition, representing such a diversified group of States across the country, whose representatives I think will be found on Tuesday voting in support of the Lodge-Saltonstall amendment, it behooves the committee concerned to take cognizance of that opposition and try to work out with those Senators an acceptable compromise of their differences.

I am discussing Mr. Baldock's letter of May 18 at this time so that it may be in the RECORD, in the hope that the members of the committee who study it will come on Tuesday with some offer to the senior and junior Senators from Oregon for a modification of the language of the bill to which I object.

I wish to say for the RECORD that my senior colleague [Mr. CORDON] agrees with me that this particular language in section 12 is in need of modification and agrees with me that the problem would be solved so far as our particular State is concerned if the Lodge-Saltonstall amendment were adopted. However, speaking for myself, I wish to say to Senators who disagree with me on this matter, the Senator from Oklahoma [Mr. KERR], the Senator from Mississippi [Mr. STENNIS], the chairman of the committee, and the other members of the committee who are making a stand for the retention of this language, that although they and I disagree as to the question of policy in respect to the use of Federal-aid funds for this purpose, nevertheless I will be perfectly willing to work out with them prior to Tuesday some language which would give to the State highway authorities in my State the discretionary power to use the funds, in view of the circumstances that exist in Oregon, for whatever roads

they think the funds can best be used in order to serve the best economic interests of the entire State, leaving to the highway commissions in the States of the proponents of the legislation the discretionary power, on the other hand, to use the funds for the development of country roads in those States where apparently the country roads have not been developed to the point of excellence to which they have been developed in the State of Oregon. I think that is a perfectly fair position for the junior Senator from Oregon to take, especially when we keep in mind the fact that, as a matter of sound legislative policy, we should not be using Federal-aid money for this purpose at all, but should be limiting it to roads in regard to which it can be clearly shown that the development promotes the national interest.

It may be asked, "Can the Senator from Oregon name any road which, after it has been improved, does not, to some extent, help the Nation as a whole?" Of course, any road would contribute something. That would be true even if we were improving a cow path. But it comes again to a matter of degree, and I think we can take judicial notice of the fact that road A is a road the improvement of which will help the national interest, and road B is a country road the improvement of which will help primarily the few users of the road living in the community.

Mr. President, when I say that, I think I have summarized, in essence, the major argument of Mr. Baldock in the letter which I now proceed to read, dated May 18, 1950:

DEAR SENATOR MORSE: With reference to your recent letter with regard to the differences between S. 3424 and H. R. 7941 (the first being the Senate road bill, the second the House road bill of 1950), the following report is made:

S. 3424 would provide \$550,000,000 for each of the fiscal years 1952 and 1953, of regular Federal aid for primary, secondary, and urban systems under the same formula and matching ratio as provided in the act of 1948. H. R. 7941 provides \$500,000,000 per year for the same purpose. The authorizations for forest-development roads and trails, park roads and parkways, and Indian lands are comparable to those provisions in H. R. 7941, although there would be more money provided under the Senate bill than the House bill.

For the interstate system the Senate bill authorizes \$100,000,000 on a 50-50 matching ratio in comparison to \$70,000,000 per year for the House version.

If anyone has any doubts as to the qualifications of Mr. Baldock, he need only study this letter, which is an exceedingly able analysis of the pending legislation, and I think presents as fine a case against the position taken by the proponents of the particular section of the bill to which I am objecting as could be made.

Returning to the letter, Mr. Baldock says:

The Senate version would appropriate the money on a one-third population, one-third area, and one-third post road mileage basis in comparison to a population basis under the House version.

Some changes have been made since this letter was written in respect to certain portions of the bill, but as the bill

was submitted to us at the time this letter was written, it is a very accurate analysis of it. The letter continues:

The bill contains the same bond provision, maintenance provision, and the disaster provision as contained in the House bill. Here the similarity ends.

The Senate bill provides \$64,000,000 for the fiscal year of 1951 to 1958 for the completion of the Inter-American Highway and \$8,000,000 for the completion of what is known as the Rama Road in Nicaragua. It also includes provision for the inclusion of Alaska in the apportionment of the Federal-aid funds and for the transfer of the responsibility of the administration of funds in Alaska from the Department of the Interior to the Bureau of Public Roads. The Senate bill provides a total of \$50,000,000 for access roads to military establishments and other establishments of that nature under a rather vague formula for the allocation and a variable formula for the matching of these funds.

Section 12 of the bill, which is quite controversial, provides \$150,000,000 per year on a 2-year authorization for country roads, and \$150,000,000 would be available for the fiscal year beginning July 1, 1950 in contrast to the other portions of the bill, the moneys of which are available for the fiscal year beginning July 1, 1951. It provides that the funds for this purpose shall be available on a matching basis of 40 percent Federal funds, 35 percent county funds, and 25 percent State funds.

Section 13 is a quite unusual provision, having to do with bypasses around cities and towns and would require that public hearings be held prior to any final action.

This is a brief résumé of the differences in the bills. Permit me now to point out the objectionable features in the Senate bill.

It seems rather peculiar to have an authorization for 7 years for the Inter-American Highway, whereas authorizations are made only on a 2-year basis in the case of Federal-aid funds for the States. A review of the matching requirements discloses that the Central American countries would put up very little of the money. It is my opinion that authorizations to the Central American countries for road funds should be the subject of a separate bill and should not be confused with the authorization of funds for highways of the several States of this Union.

I do not believe that the Senate theory of apportionment (which is one-third population, one-third area, and one-third post road mileage) as given in section 4 is equitable. Owing to the proportionately greater mileage of interstate highways required in populous areas as compared with less populous areas and to the excessive per mile cost of building interstate highways in densely populated areas, there is not the same need for the area and post road mileage factors in the allocation formula for interstate funds that there is in the formulas used in the allocation of primary and secondary Federal-aid funds. Estimates of the costs to build the interstate system in the various States indicate that, even with an allocation based 100 percent on population, the Federal funds will be a less proportion of total cost in a small but populous State than in a large but sparsely settled State. For instance, compare the States of Massachusetts and North Dakota.

Then follows in the letter a table showing a comparison of Massachusetts and North Dakota in respect to the various items just discussed by Mr. Baldock, and I ask unanimous consent to have that portion of the letter copied at this point in my remarks.

The PRESIDING OFFICER (Mr. HUMPHREY in the chair). Is there objection?

There being no objection, the table was ordered to be printed in the Record, as follows:

	Share of cost of interstate system	Allocation pro rata based on population alone	Allocation pro rata based on one-third population, one-third area, and one-third post roads
	Percent	Percent	Percent
Massachusetts.....	4.01	3.28	0.60
North Dakota.....	.40	.49	.68

Mr. MORSE. The letter of Mr. Baldock continues:

Thus it is obvious that the one-third population, one-third area and one-third post-road mileage basis of allocation is unequitable when applied to interstate highway funds as proposed in S. 3424.

Section 10 extends the provisions of the Federal-aid Road Act to the Territory of Alaska and transfers to the Bureau of Public Roads those functions in connection with Alaskan roads which presently come within the control of the Department of Interior. I believe that the appropriation for Alaska should be made separate and apart from the road bill because there is little in common with the States of the Union, and the need for roads in Alaska is primarily for military defense purposes and should be in a separate bill for that purpose. I believe that the transfer from the Department of Interior to the Bureau of Public Roads will be helpful.

Section 12—

Which is the section to which I have directed most of my remarks—

Section 12 would establish a new classification of roads which are local or land-service roads and might be classed as tertiary or third-order roads in contrast to the present primary and Federal-aid designations. The county roads on which the expenditure of \$150,000,000 is to be authorized under the provisions of this section are local and land-service roads carrying less than 15 percent of the Nation's rural traffic.

I digress, Mr. President, to call attention to the fact that we have heard much this afternoon in the debate about helping the farmer and about getting the farmer out of the mud. We are dealing in this authorization with roads which serve less than 15 percent of the rural traffic of the country. I think that is a vital statistic. It is a statistic which supports the junior Senator from Oregon in his point that a fundamental question of policy is involved here, that a question of degree is involved here, and that there is involved the question of how far we are to go in this country in the use of Federal-aid funds for assistance in connection with a problem which can be shown to be primarily local in nature. It is just such a statistic as this upon which I rest in part my case. We cannot accomplish anything by beating our breasts and debating about the farmer. It may be good politics. We have a responsibility as Senators with regard to the use of the funds belonging to all the taxpayers of the country. I am not going to take second place to any Member of the Senate in doing what I can to promote the legitimate interests and rights of the American farmer. I am not going to support legislation in the name of aiding the farmer if I can-

not satisfy myself that the legislation can be reconciled to the principle of Federal interest, in connection with the activity on which the funds are to be spent. That is where I differ with some of my good friends on the other side of the issue.

I repeat Mr. President, when we are dealing with a problem which involves less than 15 percent of the rural traffic of America, Senators will have a hard time to convince me that there is involved a great principle or national issue in regard to roads which justifies the use of Federal-aid funds to improve and develop roads which serve farm-to-farm communities that ought to be improved and built by the States, not by the Federal Government.

Returning to Mr. Baldock's letter I read:

They are roads which should be improved and maintained by local governmental agencies.

This is the burden of my argument. I completely agree with him. I think he has advanced an argument which as yet has not been answered satisfactorily on the floor of the Senate. At least it does not satisfy me to give an answer that we must get the farmer out of the mud, when, after all, we are talking about such a small percentage of rural traffic. I would reply to that argument, Mr. President, by saying what we ought to do is to tell the State legislatures to assume their responsibilities in connection with the development of rural roads in their own State, and not be asking all the taxpayers of America to be pouring Federal-aid funds, under this section of the bill, into their States to build farm roads which the States ought to build themselves. That is the burden of my argument.

Coming back to Mr. Baldock's letter, he said:

If this \$150,000,000 is available for roads, it should be added to the amounts to be expended on the interstate highway system, the primary highway system, the secondary highway system, and the urban system, the systems which carry most of the traffic, and which are presently so sorely in need of construction, reconstruction, and improvement.

Mr. President, one listening to the debate would get the idea that the only roads in America which are crying for improvement and construction and repair are the back-in-the-hills roads, local in nature, so far as the traffic they serve is concerned, but that the great primary interstate and secondary road systems are in an excellent condition. That is not true. I do not think we begin to go far enough in this bill from the standpoint of national defense to appropriate the money which ought to be appropriated for the construction immediately of primary and secondary roads.

I completely disagree with the President of the United States in his recommendation made today that the appropriations in the road bill be reduced. If I had my way, Mr. President, in view of the international crisis which confronts us, we would increase the appropriations in the bill, and I would say to the President of the United States, "Here is a bill vital to the national defense program."

Believe me, if an all-out war should start in this world, we would need the roads of America and we would need them immediately.

The indisputable fact is that during World War II we permitted the primary and secondary road systems to fall into a state of great disrepair, and they are still in a state of bad disrepair.

I happen to be one who, because of the location of my home, frequently drives across the country over various routes. I sometimes go through the State of Minnesota, the State from which the present Presiding Officer [Mr. HUMPHREY] comes. I sometimes go through Iowa. I sometimes take the southern route and go through Colorado and on up from that direction.

Mr. MAYBANK. Mr. President, will the Senator yield?

Mr. MORSE. I prefer not to yield.

Mr. MAYBANK. I was simply going to suggest that the Senator could come through South Carolina and we would all welcome him.

Mr. MORSE. I am sure that if I went to South Carolina I would find exactly the same condition I am now going to describe, because I think the condition is national in nature.

As one who makes at least two transcontinental round trips by automobile a year, across the United States—and during the past year I have made three such trips—I wish to say that I have yet to find a route across America, whether I take the northern or the central or the southern route, where I have not found the roads to be in a shameful state of disrepair. They are a part of the interstate system. The roads got that way during the war because we were diverting so much of our national energy to other things. But the roads are in bad disrepair. So I will say to the President of the United States that, instead of advising us to cut down the appropriations in this bill, he ought to be recommending an increase in appropriations contained in the bill from the standpoint of national defense, from the standpoint of getting our production material, which is so essential to the prosecution of a war, to the ports of embarkation in the quickest possible time.

That is why I say it is a mistake to use language in the bill which will handicap the road commissions of various States in making the most beneficial use of these funds for the construction and repair of roads in their States, determined by what is best for the economy of their States. They are much better qualified than is the Congress to determine how the money should be spent.

What is wrong with the language on page 13 of the bill is that we are setting ourselves up as the Senate to say, for example, to Mr. Baldock, one of the great road authorities in America, "We are better qualified to tell you, Mr. Baldock, how these funds should be spent in Oregon than you are yourself." We cannot justify that, Mr. President. I am still hoping that my plea will cause the able members of the committee to take note of what these road authorities say so that between now and Tuesday the committee members will try to work out

some language which will make it possible for me to join forces with them. I should like to join forces with them, but I cannot do so when there is in the bill this language which does such injustice to my State.

Let us consider the primary and secondary road systems of my State which are used to take logs to the sawmills. Unless Senators are familiar with the size of those loads and the great weight that is hauled, they cannot fully appreciate the soundness of Mr. Baldock's argument in his letter to me. Lumber has been one of the critical materials for a long period of time. It is now high on the priority list, insofar as defense interests are concerned. However, our so-called timber access roads and the highways over which we are hauling logs have gone to pieces; and our State Highway Commission needs to be put into a position where it can determine where this money should be spent in the best interests of the economy of the State. However, this section of the bill does not permit that to be done.

Mr. President, while I am discussing the matter of hauling logs and the need for money for the development of primary and secondary roads—which development, as Mr. Baldock suggests in his letter, can best serve the farmers of Oregon, too—let me point out the need for access timber roads into Federal forests. I wish to say that the section of the bill which provides an authorization of funds for access timber roads, although helpful, is not as helpful as it should be, because it does not authorize sufficient funds to permit us to build the access timber roads we need. I take this opportunity to say that in recent weeks one of the high officials of the Federal Government, working on plans for wartime civilian and economic mobilization, has told me that access roads into federally owned timber are within the upper 10 percent of priority needs, so far as concerns a civilian defense program. We have great stands of Federal timber which now are not available to production, for the simple reason that we do not have access roads into the timber. The failure to provide such roads involves a great economic waste, also, because a great deal of that timber is spoiling.

Of course, I know that certain powerful economic interests have not encouraged the building of such access roads by the Federal Government because they would prefer to prevent the construction of the roads and thereby force the Federal Government to put large tracts of Federal timber on the auction block to large timber holdings, and then let those large timber holdings build their own access roads, and squeeze out the little fellows, and thus give to the large, powerful timber interests great monopolistic control over Federal timber. Well, Mr. President, they will never do it with my vote.

It was about a year ago, I believe, that I made that fight on the floor of the Senate. The Senate was very kind to me then, because it recognized the soundness of the point I made, namely, that there is a need for the construction of access timber roads. About a year ago

the Senate passed my access timber roads bill, but now it is bottled up in the House of Representatives, although high Government officials are telling me that the need for access timber roads is so great that they are considered in the upper 10 percent of civilian defense priorities.

Mr. President, I do not have with me at this time, although I wish I did—and I shall insert it in the RECORD next week—a statement appearing recently in the Oregon newspapers by one of the great industrial statesmen in Oregon, a man who recognizes the need for access timber roads.

Mr. MAYBANK. Mr. President, will the Senator yield?

Mr. MORSE. I yield.

Mr. MAYBANK. I am sure the Senator from Oregon is familiar with the matter to which I shall refer now, because recently I have received many telegrams and letters about it. Nevertheless, I shall ask him whether he is aware of the enormous demand from contractors in the Pacific Northwest for the construction of roads which will permit certain work to be done in Alaska.

Mr. MORSE. Yes; I am familiar with that demand. That is why I am digressing from my principal remarks of this afternoon, to discuss the access timber roads. I wish to express to the Senator from South Carolina my thanks for the wholehearted support he gave me last year in getting the access timber roads bill through the Senate. He did so because he also recognizes the need for such roads.

Mr. President, I was speaking of a statement made by a great industrial statesman in my State, Mr. Stamm. A few weeks ago he made a statement in which he deplored the fact that the access timber roads bill is bottled up in the House of Representatives. In his statement he pointed out that from the standpoint of the national interest, that bill recognizes one of the critical needs, namely, the need to have access roads built to Federal timber, so that cutting can be conducted on a sustained-yield basis, a sound conservation basis, and an end can be made of the present condition, whereby certain powerful groups seem to be capable of preventing the passage by Congress of proposed legislation which would make possible the construction of these access timber roads.

Mr. MAYBANK. Mr. President, will the Senator yield further?

Mr. MORSE. I yield.

Mr. MAYBANK. The testimony presented last year before the Appropriations Committee showed that for every dollar we spend on the access roads in the States of Oregon and Washington, dividends of almost 100 percent are paid. In fact, I may say that condition obtains throughout the United States.

Mr. MORSE. Yes, there can be no question about that. There would be returned to the Federal Treasury many, many times the cost of these roads, by way of the increased stumpage prices the Federal Government would receive as the result of the construction of these roads, if we could get the Morse access timber roads bill through the House of Representatives and to the President's desk for signature.

Mr. MAYBANK. The Senator from Oregon is correct, because the testimony also was that there is so much publicly owned property to the west of the Mississippi River that if these roads are built the Government can save much money.

Mr. MORSE. There is no question about that; and such roads are needed in the Senator's State of South Carolina, as well as in my own State.

Mr. MAYBANK. That is correct.

Mr. MORSE. Such roads are needed in North Carolina, South Carolina, Georgia, and elsewhere in the South, where there are also great stands of timber. These roads are needed in those areas, as well as in the western areas.

Mr. President, I return to Mr. Baldock's letter and the statements he makes about the objections to the pending bill, which I have been discussing. He says:

They are roads which should be improved and maintained by local governmental agencies. If this \$150,000,000 is available for roads, it should be added to the amounts to be expended on the interstate highway system, the primary highway system, the secondary highway system, and the urban system, the systems which carry most of the traffic and which are presently so sorely in need of construction, reconstruction, and improvement.

The matching plan for this money, as set up in the bill; namely, 40 percent by the Federal Government, 25 percent by the State, and 35 percent by the county, would be difficult of accomplishment, as the State might be more inclined to apply its available moneys on State highways than on county roads. The limit of \$4,000 per mile on the Federal participation in cost would be another stumbling block, as this limitation would, in nearly all cases, require excess contributions of considerable amount by the States and/or the county.

The proposal to set up this tertiary or third structure Federal-aid roads under the cry of "taking the farmer out of the mud" would dissipate not only the Federal funds but also the State funds. In the case of the State of Oregon, it will divert—

Note this, Mr. President—

from needed highway improvements \$1,500,000 per year, or approximately 10 percent of our total construction program.

In other words, what we are saying in this language of the bill to the State of Oregon is, "We, the Senate of the United States, believe that we know best how you should spend your money in Oregon for the development of your roads from the standpoint of the economy of your State. We, the Senate of the United States, set ourselves up to tell you, the road authorities in the State of Oregon, that you ought to divert \$1,500,000 a year, or approximately 10 percent of your total road construction program, for the building of roads which you have decided you either do not need or which you have already improved."

Mr. President, I simply cannot understand the Senate's taking that kind of arbitrary action. I say it is arbitrary action. I say, most respectfully, that we are not the ones best qualified to determine for the State of Oregon how much of its State funds should be diverted for the development of country roads. I take the position that the State officials of my State know what is best for the road program of my State, and I think it is very unreasonable for

the Senate of the United States to adopt language which will have the effect in Oregon that Mr. Baldock, our State highway engineer, says this language will have. He goes on to say:

The entire economy of the State is geared to the present Federal-aid primary and secondary system. These roads are badly in need of improvement, and it would be absurd to divert State and Federal monies from these types of roads carrying appreciable traffic to roads that carry a traffic of from 10 to 50 cars per day.

I simply do not think there is an answer to that statement. I have heard no answer to it in this debate. I simply do not think the committee can answer Mr. Baldock's argument, when he says that the effect of this language in the bill would be to order the highway authorities of Oregon to divert \$1,500,000 a year from their funds, which is approximately 10 percent of their total construction program, and spent it on roads which they, who know the road problems of Oregon, say would not be in the best interests of the economy of the State. We should not set ourselves up in that way.

I do not think his argument is answered by saying "We think he is making a rather strict construction of the language," because, as he points out to me, he cannot say that it would be impracticable to spend the money in that way, but it would not be wise to spend it in that way. There is a great difference between the meaning of the word "wise" and the meaning of the word "impracticable." I think the committee should give heed to the representations of an authority such as Mr. Baldock and help those of us in the Senate from the States that would suffer great injury by the language of this bill to find some language or a draft some language which will accomplish what the committee has in mind in respect to the States in which the highway commissions want to use the money for the purpose of building country roads, irrespective of the differences I have with the committee over the matter of policy involved. I think the committee ought to try to work out with us some language which will meet the needs of the States which want to use the money for the so-called country roads, but which at the same time will not put the road commissions in States such as Oregon, which have done such a fine job in developing the country roads, in such a position that they will have to divert \$1,500,000 a year, or approximately 10 percent, as Mr. Baldock says, of their total construction program, to the construction of roads which they are satisfied would not be in the best interests of the economy of the State, when viewed from a comparative standpoint with the need for the expenditure of the money on primary and secondary roads.

Returning to Mr. Baldock's letter, he says:

This is really a very serious matter and is, in my opinion, highly political in character and opposed to the economic development of the States and the Nation. An attempt to relieve those benefited by land-service roads of land taxes and to substitute therefor general taxes on all the people, to be matched by road-user funds of the States, is not eco-

nominically sound. Such action operates to increase the tendency of the people to lean upon the Federal Government for all manner of things so that the people will more or less lose sight of the fact that the people must support the Government, not the Government support the people.

Of course that argument supports an observation I made in my speech earlier this afternoon, that we must watch out for a growing dissatisfaction with the Federal-aid program, in that more and more people are beginning to believe that we are making an overuse of the principle of Federal aid. Again I say, although I am for Federal aid in helping solve problems which are vested both with a national and a State interest, that I quite agree with Mr. Baldock that we must watch out for its misuse and abuse.

Returning to his letter, he says:

The Government's interest in these low-class roads is certainly of questionable propriety. The Government should concern itself with the main trunk highways, particularly the interstate system which ties the States together and which has proved to be absolutely necessary in the defense of the Nation, and the Federal Government should not interest itself in these third-order roads which should be the responsibility of the landowner.

The present Federal Highway Act is based upon agreement between the Federal Government and the autonomous States. It has worked out remarkably well in the past 30 years and it should be continued. Additional Federal funds should be earmarked for the building of the interstate system and additional Federal funds should be provided for the restoration of the depreciated primary highway facilities. Failure to provide these funds for this greatly needed work would be a severe blow to the entire economy of the Nation. Failure to carry on the restoration of the depreciated highway facilities has already brought about a grave and serious problem, and the economic expansion of the entire Nation has been retarded. It is certainly no time, when funds are so greatly needed for the roads of major importance, to even talk of Federal expenditures on low-class roads. First things should come first.

Section 11. The provisions of this section authorizing \$50,000,000 for the construction and maintenance of various classes of roads having to do with military establishments and defense industries are so broad and so vague with respect to eligibility of projects, selection of projects, control of work, responsibility for maintenance, et cetera, that they afford no adequate basis for an efficient expenditure of an amount of that magnitude.

Mr. President, the remainder of Mr. Baldock's letter goes to other sections of the bill than the one to which I have been directing most of my attention. Therefore, without reading the entire letter, I ask unanimous consent to have printed at this point in my remarks, in the interest of continuity, because of the many diversions I have made from it, Mr. Baldock's entire letter.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

OREGON STATE HIGHWAY COMMISSION,
Salem, May 18, 1950.

Senator WAYNE MORSE,
Senate Office Building,
Washington, D. C.

DEAR SENATOR MORSE: With reference to your recent letter with regard to the differences between S. 3424 and H. R. 7941 (the first being the Senate road bill, the second the House road bill of 1950), the following report is made:

S. 3424 would provide \$550,000,000 for each of the fiscal years 1952 and 1953, of regular Federal aid for primary, secondary, and urban systems under the same formula and matching ratio as provided in the act of 1948. H. R. 7941 provides \$500,000,000 per year for the same purpose. The authorizations for forest-development roads and trails, park roads and parkways, and Indian lands are comparable to those provisions in H. R. 7941, although there would be more money provided under the Senate bill than the House bill.

For the interstate system the Senate bill authorizes \$100,000,000 on a 50-50 matching ratio in comparison to \$70,000,000 per year for the House version. The Senate version would appropriate the money on a one-third population, one-third area, and one-third post-road mileage basis in comparison to a population basis under the House version. The bill contains the same bond provision, maintenance provision, and the disaster provision as contained in the House bill. Here the similarity ends.

The Senate bill provides \$64,000,000 for the fiscal years of 1951-58 for the completion of the Inter-American Highway and \$8,000,000 for the completion of what is known as the Rama Road in Nicaragua. It also includes provision for the inclusion of Alaska in the apportionment of the Federal-aid funds and for the transfer of the responsibility of the administration of funds in Alaska from the Department of the Interior to the Bureau of Public Roads. The Senate bill provides a total of \$50,000,000 for access roads to military establishments and other establishments of that nature under a rather vague formula for the allocation and a variable formula for the matching of these funds.

Section 12 of the bill, which is quite controversial, provides \$150,000,000 per year on a 2-year authorization for county roads, and \$150,000,000 would be available for the fiscal year beginning July 1, 1950, in contrast to the other portions of the bill, the moneys of which are available for the fiscal year beginning July 1, 1951. It provides that the funds for this purpose shall be available on a matching basis of 40 percent Federal funds, 35 percent county funds, and 25 percent State funds.

Section 13 is a quite unusual provision, having to do with bypasses around cities and towns and would require that public hearings be held prior to any final action.

This is a brief resumé of the differences in the bills. Permit me now to point out the objectionable features in the Senate bill.

It seems rather peculiar to have an authorization for 7 years for the Inter-American Highway, whereas authorizations are made only on a 2-year basis in the case of Federal-aid funds for the States. A review of the matching requirements discloses that the Central American countries would put up very little of the money. It is my opinion that authorizations to the Central American countries for road funds should be the subject of a separate bill and should not be confused with the authorization of funds for highways of the several States of this Union.

I do not believe that the Senate theory of apportionment (which is one-third population, one-third area, and one-third post road mileage) as given in section 4 is equitable. Owing to the proportionately greater mileage of interstate highways required in populous areas as compared with less populous areas, and to the excessive per mile cost of building interstate highways in densely populated areas, there is not the same need for the area and post road mileage factors in the allocation formula for interstate funds that there is in the formulas used in the allocation of primary and secondary Federal-aid funds. Estimates of the costs to build the interstate system in the various States indicate that, even with an allocation based 100 percent on population, the Federal funds will be a less proportion of total cost in small but

populous State than in a large but sparsely settled State. For instance, compare the States of Massachusetts and North Dakota:

	Share of cost of interstate system	Allocation pro rata based on population alone	Allocation pro rata based on $\frac{1}{3}$ population, $\frac{1}{3}$ area, and $\frac{1}{3}$ post roads
	Percent	Percent	Percent
Massachusetts.....	4.01	3.28	0.60
North Dakota.....	.40	.49	.68

Thus it is obvious that the one-third population, one-third area, and one-third post-road mileage basis of allocation is unequitable when applied to interstate highway funds as proposed in S. 3424.

Section 10 extends the provisions of the Federal-Aid Road Act to the Territory of Alaska and transfers to the Bureau of Public Roads those functions in connection with Alaskan roads which presently come within the control of the Department of Interior. I believe that the appropriation for Alaska should be made separate and apart from the road bill because there is little in common with the States of the Union, and the need for roads in Alaska is primarily for military defense purposes and should be in a separate bill for that purpose. I believe that the transfer from the Department of Interior to the Bureau of Public Roads will be helpful.

Section 12 would establish a new classification of roads which are local or land-service roads and might be classed as tertiary or third-order roads in contrast to the present primary and Federal-aid designations. The county roads on which the expenditure of \$150,000,000 is to be authorized under the provisions of this section are local and land-service roads carrying less than 15 percent of the Nation's rural traffic. They are roads which should be improved and maintained by local governmental agencies. If this \$150,000,000 is available for roads, it should be added to the amounts to be expended on the interstate highway system, the primary highway system, the secondary highway system and the urban system, the systems which carry most of the traffic and which are presently so sorely in need of construction, reconstruction, and improvement.

The matching plan for this money, as set up in the bill, namely, 40 percent by the Federal Government, 25 percent by the State and 35 percent by the county would be difficult of accomplishment as the State might be more inclined to apply its available moneys on State highways than on county roads. The limit of \$4,000 per mile on the Federal participation in cost would be another stumbling block, as this limitation would, in nearly all cases, require excess contributions of considerable amount by the State and/or the county.

The proposal to set up this tertiary or third structure of Federal-aid roads under the cry of "taking the farmer out of the mud" will dissipate not only the Federal funds but also the State funds. In the case of the State of Oregon, it will divert from needed highway improvements \$1,500,000 per year, or approximately 10 percent of our total construction program. The entire economy of the State is geared to the present Federal-aid primary and secondary system. These roads are badly in need of improvement and it would be absurd to divert State and Federal moneys from these types of roads carrying appreciable traffic to roads that carry a traffic of from 10 to 50 cars per day.

This is really a very serious matter and is, in my opinion, highly political in character and opposed to the economic development of the States and the Nation. An attempt to relieve those benefited by land-

service roads of land taxes and to substitute therefor general taxes on all the people, to be matched by road-user funds of the States, is not economically sound. Such action operates to increase the tendency of the people to lean upon the Federal Government for all manner of things so that the people will more or less lose sight of the fact that the people must support the Government, not the Government support the people.

The Government's interest in these low-class roads is certainly of questionable propriety. The Government should concern itself with the main trunk highways particularly the interstate system which ties the States together and which has proved to be absolutely necessary in the defense of the Nation, and the Federal Government should not interest itself in these third-order roads which should be the responsibility of the landowner.

The present Federal Highway Act is based upon agreement between the Federal Government and the autonomous States. It has worked out remarkably well in the past 30 years and it should be continued. Additional Federal funds should be earmarked for the building of the interstate system and additional Federal funds should be provided for the restoration of the depreciated primary highway facilities. Failure to provide these funds for this greatly needed work would be a severe blow to the entire economy of the Nation. Failure to carry on the restoration of the depreciated highway facilities has already brought about a grave and serious problem, and the economic expansion of the entire Nation has been retarded. It is certainly no time, when funds are so greatly needed for the roads of major importance, to even talk of Federal expenditures on low-class roads. First things should come first.

Section 11. The provisions of this section authorizing \$50,000,000 for the construction and maintenance of various classes of roads having to do with military establishments and defense industries are so broad and so vague with respect to eligibility of projects, selection of projects, control of work, responsibility for maintenance, et cetera, that they afford no adequate basis for an efficient expenditure of an amount of that magnitude. Operation of the provisions is made more complex, too, by the clauses which require the application of regular Federal-aid funds and State funds on access road projects which are on the Federal-aid systems. If this authorization is to be left in the bill, the provisions governing its use should be made more definite.

One of the only desirable features in S. 3424 over H. R. 7941 is the provision in section 1 which permits the State to use 25 percent of its primary funds on secondary projects or 25 percent of its secondary funds on primary projects in that it affords a means of adjusting funds to better meet the needs of each particular State. The specified division of funds as between primary and secondary classifications is not an equitable division in all States.

Section 13. The holding of hearings and the obtaining of the approval of the governor will operate to delay the getting of work under way and will seldom change the result, as the by-passing of cities, towns and villages seldom is done without due consideration of the economic effect upon the city, town or village.

The provision which denies the right to construct a by-pass if the city, town or village elects to obtain rights of way for the improvement on the existing route, provided "there are no further factors of major importance," will also operate to delay the improvement without any considerable compensating benefit.

Sections 1, 2, and 3 provide for increased amounts for authorization for primary, secondary and urban highways and interstate

and forest highways, and it would, of course, be desirable to increase the amounts because of the grave inadequacy of our present highway systems. However, considering all things, it would, in my opinion, be much better for the Senate to pass a road bill which corresponds to H. R. 7941.

Very truly yours,

R. H. BALDOCK,
State Highway Engineer.

Mr. MORSE. Mr. President, I should like to make this additional comment on the letter. It says:

Sections 1, 2, and 3 provide for increased amounts for authorizations for primary, secondary and urban highways and interstate and forest highways, and it would, of course, be desirable to increase the amounts because of the grave inadequacy of our present highway systems. However, considering all things, it would, in my opinion, be much better for the Senate to pass a road bill which corresponds to H. R. 7941.

Mr. President, I have before me a telegram which I received from Mr. Ben R. Chandler, chairman, Oregon State Highway Commission. He is a very prominent bank president in my State, a man with a fine record of public service over a great many years, who, I can assure the Senate, is a keen student of road problems, and his advice set forth in this telegram is worthy of very careful consideration. In the telegram he says:

PORTLAND, OREG., July 17, 1950.

SENATOR WAYNE MORSE,
Senate Office Building,
Washington, D. C.:

Despite fact that secondary State highways carry main farm to market traffic, lumber and log haul traffic, counties will want Federal funds for low traffic county roads because growth of welfare and expense of schools combined with 6 percent tax limitation have eliminated county road funds. State does not have funds to match Federal appropriations for county roads which may cause counties to try next legislature to get more road-user funds and still further handicap State Highway Commission from building class of roads which support Oregon's economy. Take the opportunity to warn you that passage of Senate version 1950 Road bill will prevent strengthening secondary State highways which carry log and lumber traffic and badly handicap timber industry in this State.

BEN R. CHANDLER,
Chairman, Oregon State
Highway Commission.

Mr. President, I ask unanimous consent to have printed in the RECORD at this point a letter which I received from the very able chairman of the committee, the Senator from New Mexico [Mr. CHAVEZ], in regard to the Chandler telegram which I have just read into the RECORD.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

UNITED STATES SENATE,
COMMITTEE ON PUBLIC WORKS,
July 11, 1950.

Hon. WAYNE MORSE,
United States Senate,
Washington, D. C.

DEAR SENATOR MORSE: I have your letter of July 7 with which you enclosed a telegram from the chairman of the Oregon State Highway Commission with regard to amendments to H. R. 7941 concerning the secondary road provisions. I am glad to have the views of the Chairman of the Oregon State Highway Commission on this matter. I believe

that there has been considerable misunderstanding with respect to the application and administration of the secondary road funds, and I am sure that the committee hopes to be helpful in clarifying this problem.

The committee expects to take up the road bill tomorrow morning, and I am sure that whatever action the committee decides on concerning the secondary-road problem will be fully explained in the report on the bill. I hope that when the committee's action is taken, and the full explanation is available, it will be possible to remove the misunderstandings which may now exist due to incomplete information prior to the action of the full committee.

Sincerely yours,

DENNIS CHAVEZ,
Chairman, Committee on Public Works.

Mr. MORSE. Mr. President, it would be cumulative for me to take the time to read and comment upon other communications which I have received from Oregon, which bear out the arguments which Mr. Chandler and Mr. Baldock have presented to me and which I have discussed in such detail in this speech. Therefore, I simply ask permission at this time to have printed in the body of the RECORD, at this point, as a part of my remarks, a telegram which I received under date of July 7, 1950, from Mr. James H. Howes, secretary of Highway 20 Association.

There being no objection, the telegram was ordered to be printed in the RECORD, as follows:

NEWPORT, OREG., July 7, 1950.
Hon. WAYNE MORSE,
Senate Office Building,
Washington, D. C.

Urge your support State Highway Commission position re Federal highway bill as stated their telegram July sixth.

OREGON U. S. HIGHWAY 20 ASSOCIATION,
JAMES H. HOWES, Secretary.

Mr. MORSE. Mr. President, I ask unanimous consent to have inserted at this point in the RECORD another telegram which I received from Mr. Ben R. Chandler, under date of July 7, Mr. Chandler being chairman of the Oregon State Highway Commission.

There being no objection, the telegram was ordered to be printed in the RECORD, as follows:

SALEM, OREG., July 7, 1950.
Senator WAYNE MORSE,
Senate Office Building,
Washington, D. C.:

Senate road bill which amends H. R. 7941 provides \$200,000,000 for Federal secondary highways and specifies that all such moneys be spent on county roads; none on State highways except under conditions which will be difficult, if not impossible, to accomplish. Oregon has 3,000 miles of secondaries out of a total system of 7,000. Since the improvement of secondary State highways is imperative for Oregon's economy, and if not accomplished will result in closures of many of said roads to timber haul and other large trucks, such as cattle trucks, request that you prevail on Senate Road Committee to remove such restrictions or, even better, to enact a road bill exactly as passed by House. Time running short, and unless Senate hurries there will be no road bill this session, which will be a calamity, not only to this State but to the Nation as a whole. Please wire answer to Salem.

BEN R. CHANDLER,
Chairman, Oregon State Highway
Commission.

Mr. MORSE. Mr. President, I ask unanimous consent to have printed in the RECORD at this point, as a part of my remarks, another letter which I received from Mr. Baldock, State highway engineer of Oregon, under date of March 15, 1950, including a statement he made under date of March 14 on the whole question of highway development. The heading of the statement is as follows:

Statement of R. H. Baldock, State highway engineer of Oregon, member, executive committee of the American Association of State Highway Officials, before the Committee on Public Works, House of Representatives, concerning a Federal-Aid Highway Act of 1950, March 14, 1950.

There being no objection, the letter and statement were ordered to be printed in the RECORD, as follows:

AMERICAN ASSOCIATION OF
STATE HIGHWAY OFFICIALS,
Washington, D. C., March 15, 1950.
The Honorable WAYNE MORSE,
Member of Congress,
Senate Office Building,
Washington, D. C.

MY DEAR SENATOR MORSE: This is the year for the passage of additional Federal road authorizations. Pursuant to recent conversation with your secretary, I am attaching hereto the statement I made before the Committee on Public Works of the House of Representatives concerning H. R. 7398, otherwise known as the House 1950 road bill. I am likewise attaching a copy of this bill.

Briefly, the 1944 legislation provided for the building of Federal-aid highways in accordance with the following schedule:

Primary Federal-aid highways—	\$225,000,000
Secondary Federal-aid highways—	150,000,000
Urban Federal-aid highways—	125,000,000
Total—	500,000,000

In 1948 these amounts were reduced as follows:

Primary Federal-aid highways—	\$202,500,000
Secondary Federal-aid highways—	135,000,000
Urban Federal-aid highways—	112,500,000
Total—	450,000,000

H. R. 7398 proposes the same amounts for the primary, secondary, and urban systems as provided in 1944, with the addition of \$70,000,000 earmarked for the interstate system, or a total of \$570,000,000. The American Association of State Highway Officials has recommended to the Congress the adoption of legislation authorizing the following amounts:

Interstate system—	\$210,000,000
Primary system—	270,000,000
Secondary system—	180,000,000
Urban system—	150,000,000
Total—	810,000,000

Supporting data for the need of replacing the depreciated facilities of the highway plant are given in the statement which I made before the House committee.

There is probably no matter before the Congress that more affects the well being of the American economy than this road bill.

Last year there was introduced in the Senate several bills providing for a tertiary, or third-order, Federal system of roads local in character. I have taken occasion in this presentation to point out the fallacy of such action. Although provision for a tertiary system of roads is not made in the House bill, it is probable that it may appear in the Senate version and will possibly necessitate conference between the Senate and the House before the final enactment of road legislation this session.

I would appreciate your support in the enactment of legislation in the Senate comparable to the bill now in the House, with additional authorizations, if possible, to bring the total funds up to those recommended by the American Association of State Highway Officials.

I am sorry that you were out of Washington while I was here, but I will look forward to seeing you when the hearings on the road bill come up before the Senate, if I can possibly return. If you agree with my analysis of the situation, perhaps you might try to persuade Senator CHAVEZ, chairman of the Senate Committee on Public Works, to enact Federal legislation in the Senate comparable to the House bill.

Permit me to wish you every success in your continued service as Senator from the great State of Oregon. You have filled that position with ability and distinction.

Sincerely yours,

R. H. BALDOCK,
State Highway Engineer.

STATEMENT OF R. H. BALDOCK, STATE HIGHWAY ENGINEER OF OREGON, MEMBER, EXECUTIVE COMMITTEE OF THE AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS BEFORE THE COMMITTEE ON PUBLIC WORKS, HOUSE OF REPRESENTATIVES, CONCERNING A FEDERAL AID HIGHWAY ACT OF 1950, MARCH 14, 1950

Mr. Chairman and gentlemen of the committee, the American Association of State Highway Officials has submitted to you recommendations on continuing road legislation. Your action on them, together with your authorizations of funds for at least another 2-year period is needed at this time to afford the States a basis on which to continue their planning of needed highway improvement in an orderly manner.

Quoting from the Fortune Magazine of November 1949, "The \$35,000,000,000 highway plant generates annual income in excess of \$30,000,000,000. It is the best investment that the United States ever made. Today the highway plant needs renewal and enlargement. The bill will run into billions—relatively cheap billions, considering what is at stake. One-seventh of United States business lives off the highway, and all United States business sells to that seventh. Road conditions enter into all business costs through their effect on freight charges, and mobility of labor and customers."

Back in 1943, this association recommended an expenditure of not less than \$3,000,000,000 a year for 20 years. Last year the expenditure was about \$1,500,000,000, or about one-half the amount needed, yet last year's expenditure was the largest ever made.

Now, there are some 3,300,000 miles of roads and streets in the United States, of which about 600,000 miles are on the Federal-aid system. Of the 600,000 miles, about 38,000 miles, comprising the interstate system or about 1 percent of the total mileage, carry about 20 percent of the rural traffic, and the total mileage of Federal-aid roads, about 18 percent of the total mileage, carry 87 percent of the traffic, leaving only about 13 percent of the traffic carried by the remaining 2,700,000 miles of roads and streets not on the Federal-aid system.

The interstate system of highways which, as I have said, carries approximately 20 percent of all the rural traffic is "the main street of America." It ties together the major cities of the Nation and forms a truly national system of highways; a system which comprises the most important roads which are vital to the Nation's economy both in peacetime and in wartime. On account of the national importance of this system, the Federal-aid matching ratio should, we believe, be changed from a 50-50 basis to a 75-25 basis; the Federal Government assuming a larger share of the cost of this interstate system than it does of the costs of the primary and secondary systems. We

further recommend that a substantial amount of Federal funds be earmarked each year for the purpose of building the interstate highway system. We believe that an apportionment of these funds among the States on the basis of population alone and without consideration of area and post-road mileage would be equitable. The primary Federal-aid system, comprising, as it does, the general, all-purpose, principal roads which tie together the cities and the counties is next in importance. The roads in this system have not only demonstrated their importance in peacetime, but have proved themselves to be essential to the wartime economy of this Nation. These primary Federal-aid roads, together with the feeder roads and farm-to-market roads which comprise the secondary Federal-aid system, carry about 87 percent of the Nation's traffic.

Fortune magazine points out the obsolescence of the highway plant. The Bureau of Public Roads has determined that the needs of the interstate system alone amount to no less than \$11,000,000,000. The American Association of State Highway Officials has determined the needs of all highways during the next 20 years to be not less than \$60,000,000,000. Senator O'MAHONEY, Chairman of the Joint Economic Committee of Congress, has announced that the correction of present deficiencies on State highway systems will cost \$23,000,000,000.

This report of the Joint Economic Committee of Congress, prepared with cooperation of the Bureau of Public Roads and the State highway departments, and entitled "Highways and the Nation's Economy," presents a measure of the work to be done in bringing the Nation's road systems to proper standards of efficiency. It supports the axiom that people pay for good roads whether they get them or not. "The people of the Nation receive the benefits of economical transportation in lowered transportation costs of the goods and services they produce and consume," the report points out, "or they pay the added cost of deficient highways in higher transportation and consumer costs."

The report compares current highway construction with prewar accomplishment and concludes that with the construction dollar now valued at 54 cents, compared with the 1930 dollar, it is necessary to spend nearly twice as much money today to equal the 1930 construction peak expenditure of \$1,505,000,000. Dollar value of all highway construction in the United States in 1948, with and without Federal aid, totaled \$1,569,000,000.

Annual construction expenditure in 1936, the report shows, amounted to 1.8 mills per gross ton mile of vehicle travel, whereas, the 1948 expenditure was equivalent to only 0.86 of the 1936 mill per gross ton mile. The report also states that 0.6 percent of the total national expenditures for goods and services was spent for street and highway construction in 1948, which was less than half the 1929-36 rate.

In studying the impact of highways on the national economy, the report takes notes of the fact that more than 9,000,000 persons are employed directly or indirectly in highway transportation industries; that many businesses depend solely on patronage of the motorist; that almost all commodities are transported at least partially by motor truck.

"Small savings to individual highway users through road improvements can have a large effect on our economy," the report states. "An average saving of 1 cent a mile due to savings in time and the cost of motor-vehicle operation on the 400,000,000 vehicle-miles of travel in 1948 would amount to \$4,000,000,000 per year. * * * Operating cost of the average passenger car in the prewar period was reduced approximately 1 cent per mile by traveling on a gravel road as compared to a dirt road, and approximately 1 cent per mile by traveling on a bituminous

or concrete paved highway as compared to a gravel road." Economic benefits of highway improvements were cited also in reduction of accidents.

The normal life of a first-class highway is regarded to be from 20 to 30 years. Much of the more important mileage representing the more heavily traveled roads was built in the twenties, and, therefore, much of the road mileage is wearing out all at once. Failure to restore the critical deficiencies with current income has brought about a truly serious problem and has increased maintenance costs to an alarming extent. Maintenance is unavoidable. Unless highway income is increased there soon will be no money for new construction.

It has been proposed to set up a tertiary or third structure of Federal-aid roads under the cry of "taking the farmer out of the mud." As long as the moneys available for highways continue, as at present, far below the amounts needed, it would appear obvious that such funds as are available should be expended where they are most needed and where the expenditure will create the greatest benefits to the people. Expenditures on primary and secondary highways under present conditions yield far greater benefits than do expenditures on roads of lower classification; therefore, whatever additional funds can be made available for roads should be expended on the primary and secondary Federal-aid systems.

An attempt to relieve those benefited by land-service roads of land taxes and to substitute therefor general taxes on all the people, to be matched by road-user taxes, is not economically sound. Such action operates to increase the tendency of the people to lean upon the Federal Government for all manner of things, so that the people will more or less lose sight of the fact that the people must support the Government, not the Government support the people.

The Government's interest in these low-class roads is certainly of questionable propriety. The Government should concern itself with the main trunk highways particularly the interstate system which ties the States together and which has proved to be absolutely necessary in the defense of the Nation, and the Federal Government should not interest itself in these third-order roads which should be the responsibility of the landowner.

The present Federal Highway Act is based upon agreement between the Federal Government and the autonomous States. It has worked out remarkably well in the past 30 years and it should be continued. Additional Federal funds should be earmarked for the building of the interstate system and additional Federal funds should be provided for the restoration of the depreciated primary highway facilities. Failure to provide these funds for this greatly needed work would be a severe blow to the entire economy of the Nation. Failure to carry on the restoration of the depreciated highway facilities has already brought about a grave and serious problem, and the economic expansion of the entire Nation has been retarded. It is certainly no time, when funds are so greatly needed for the roads of major importance, to even talk of Federal expenditures on low-class roads. First things should come first.

H. R. 7398, now under consideration by your committee, embraces the essential principles recommended by our association, but does not provide the authorizations for the needed capital investment in the Nation's highway system and we therefore pray your favorable consideration for an increase in the authorizations to the total amounts recommended by our association, as follows:

1. Interstate system-----	\$210, 000, 000
2. Primary system-----	270, 000, 000
3. Secondary system-----	180, 000, 000
4. Urban system-----	150, 000, 000
Total -----	810, 000, 000

Mr. MORSE. Mr. President, I close with a very brief summary.

My argument covers two main points. First, I differ with the committee on the question of policy as to the use of Federal-aid funds for the construction of country roads.

Second, setting aside for the sake of argument our difference over policy, I take the position that the language of the bill on page 13, to which I have taken exception, results in the Senate of the United States exercising a discretion over the expenditure of funds in States when the State highway officials of the States are much better qualified to make proper expenditures of the funds because of their better knowledge and understanding of State highway problems. I think, Mr. President, we should not set ourselves up as the determiners of how State highway officials should spend highway funds.

A third point of my argument is that I think the committee, between now and next Tuesday, in view of the very sound argument which the State highway commissioner has communicated to me and which I have tried to make available to the Members of the Senate, should try to work out some language in the bill which will permit the States that want to use the \$150,000,000 provided in the bill for country roads, to do so if they care to. But we should not place a requirement upon State highway commissioners to spend the money in that way if, in the opinion of those highway commissioners, the economy of the State would be best served by using the money on primary and secondary roads.

That is the burden of my argument, Mr. President. I shall wait with interest for an answer to it, but up to this time all I have heard with respect to it is that this particular section is needed to benefit the farmers of America. I am willing to leave it to the State highway authorities of the respective States to determine for themselves what is needed to benefit the farmers of their respective States with regard to highway construction. I think we are making a great mistake to pass a bill which contains language providing that highway commissioners, who have urged many Senators to support the Lodge-Saltonstall amendment, are practically compelled to spend money on country roads when the money could best be spent on primary and secondary roads. In other words, Mr. President, I say, once again, that the junior Senator from Oregon is protesting against the exercise of arbitrary discretion on the part of governmental officials, even when, in this instance, he believes those Government officials happen to be Members of the United States Senate.

DEFENSE PRODUCTION ACT OF 1950

Mr. HUMPHREY. Mr. President, I wish to address a few questions to the distinguished chairman of the Banking and Currency Committee in reference to the Defense Production Act of 1950, and, in particular, with reference to section 302 of that bill, in order to receive from the chairman of the committee his interpretation of the language as provided in that section.

The first question I should like to ask the distinguished chairman of the committee is as follows:

Is it the opinion of the members of the committee, namely, the Banking and Currency Committee, that the Defense Production Act loan provision as outlined in section 302 would provide Federal loans for the purpose of the development of the iron-ore resources, such as taconite, within the United States?

Mr. MAYBANK. Mr. President, I should like to answer my friend from Minnesota by saying that we considered his bill, and it was the contention of the majority of the committee that it would do so. In considering the bill we thought that the authorization of \$2,000,000 would give the President the powers to which the distinguished Senator from Minnesota has referred.

Mr. HUMPHREY. Mr. President, I have introduced a bill, S. 3949, which pertains specifically to loans for the development of taconite and other iron ore resources for low-grade iron ore production, and I have discussed it with the chairman of the committee as well as other members of the committee.

Mr. MAYBANK. The committee considered the bill and they thought that if we acted on it, other bills would be introduced pertaining to other types of metals. It was the judgment of the majority—and I am perfectly frank to admit that some members opposed it—that the provision in the pending bill should be adopted.

Mr. HUMPHREY. As I understand section 302, it would make it possible to make loans for this purpose under the broad language of the section.

Mr. MAYBANK. That was my understanding, and it was the understanding of the majority of the members of the committee. Some of the members were opposed to it.

Mr. HUMPHREY. Mr. President, the next question I should like to ask of the able chairman is: In the opinion of the members of the committee should loans for the development of taconite be less reasonable and liberal than the loan policy of the Export-Import Bank, or should they be just as liberal?

Mr. MAYBANK. Mr. President, that is a rather hard question to answer. However, I think to our own people in Minnesota and in the Great Lakes-Lake Superior area, and in the area from which the Senator comes, loans should be more liberal.

Mr. HUMPHREY. The reason I asked the question, Mr. President, is because in checking through the Export-Import Bank loan provisions I found language such as this—

Mr. MAYBANK. I am not speaking for the committee, but I listened to the taconite hearings and I saw the professor from the University of Minnesota, and I believe the American Government could be more liberal in construing loans under that section than Export-Import Bank loans that have been made.

Mr. HUMPHREY. I am grateful to the chairman for his answer. I wish to point out a specific example.

Loan No. 310. The purpose of the loan was made to provide iron ore for the British war effort and to develop

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950
Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. MAYBANK to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

1 On page 33, between lines 19 and 20, insert the follow-
2 ing new section and renumber all succeeding sections
3 accordingly:

4 SEC. 16. (a) The definitions of the terms "bridge" and
5 "bridge owner" contained in section 1 of the Act of June
6 21, 1940, entitled "An Act to provide for the alteration of
7 certain bridges over navigable waters of the United States,
8 for the apportionment of the cost of such alterations between
9 the United States and the owners of such bridges, and for
10 other purposes" (54 Stat. 497; 33 U. S. C. 511), are
11 amended to read as follows:

1 “The term ‘bridge’ means a lawful bridge over navigable
2 waters of the United States, including approaches, fenders,
3 and appurtenances thereto, (a) which is used and operated
4 for the purpose of carrying railroad traffic, or both railroad
5 and highway traffic, and (b) if a State, a political subdi-
6 vision thereof, or a municipality is the owner or a joint
7 owner thereof, which is used and operated for the purpose
8 of carrying highway traffic.

9 “The term ‘bridge owner’ means any corporation, asso-
10 ciation, State, municipality, or other political subdivision,
11 partnership, or individual owning any bridge, and, when any
12 bridge shall be in the possession or under the control of any
13 trustee, receiver, trustee in bankruptcy, or lessee, said term
14 shall include both the owner of the legal title and the person
15 or entity in possession or control of such bridge.”

16 (b) Section 13 of such Act of June 21, 1940 (54 Stat.
17 502; 33 U. S. C. 523), is amended by striking out the
18 words “used for railroad traffic”.

81ST CONGRESS
2^D SESSION

H. R. 7941

AMENDMENTS

Intended to be proposed by Mr. MAYBANK to the bill (H. R. 7941) to amend the supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 18 (legislative day, July 20), 1950

Ordered to lie on the table and to be printed

Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. McCARRAN (for himself, Mr. WATKINS, Mr. THOMAS of Utah, and Mr. KERR) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 25, line 19, strike out the period and insert
- 2 in lieu thereof a colon and the following: "*Provided further,*
- 3 That \$2,500,000 of the sum authorized for the fiscal year
- 4 ending June 30, 1951, shall be available for contract im-
- 5 mediately upon the passage of this Act."

AMENDMENT

Intended to be proposed by Mr. McCARRAN (for himself, Mr. WARREN, Mr. THOMAS of Utah, and Mr. KEAR) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

Calendar No. 2048

81ST CONGRESS
2D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. McCARRAN (for himself, Mr. WATKINS, Mr. THOMAS of Utah, and Mr. KERR) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 25, line 19, strike out the period and insert
- 2 in lieu thereof a colon and the following: "*Provided further,*
- 3 That \$2,500,000 of the sum authorized for the fiscal year
- 4 ending June 30, 1951, shall be available for contract im-
- 5 mediately upon the passage of this Act."

AMENDMENT

Intended to be proposed by Mr. McCARRAN (for himself, Mr. WATKINS, Mr. THOMAS of Utah, and Mr. KERN) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

AUGUST 18 (legislative day, JUNE 20), 1950

Ordered to lie on the table and to be printed

Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. JOHNSON of Colorado to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz: At the appropriate place in the bill add the following new section:

- 1 SEC. . No funds authorized to be appropriated by this
- 2 Act shall be paid to, or on behalf of, any State, Territory,
- 3 county, or municipality, for the construction, reconstruc-
- 4 tion, improvement, or maintenance of any highway unless
- 5 the Secretary of Commerce shall have received satisfactory
- 6 assurances that no vehicle or combination of vehicles, unladen
- 7 or with load, will be permitted upon such highway when the
- 8 gross weight on the road surface through any axle of such

1 vehicle or combination of vehicles exceeds eighteen thousand
 2 pounds. "The provisions of this section shall not be appli-
 3 cable with respect to any State or Territory, or any political
 4 subdivision of such State or Territory, until the end of the
 5 first regular session of the legislature of such State or
 6 Territory convening after the enactment of this Act."

AMENDMENT

Intended to be proposed by Mr. JOHNSON of Colorado to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 18 (legislative day, JULY 20), 1950
 Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. HENDRICKSON to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 Beginning on page 21, line 3, strike out through page
2 22, line 5.

81ST CONGRESS
2^D SESSION

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. HENDRICKSON to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 18 (legislative day, July 20), 1950

Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950
Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. GRAHAM (for himself and Mr. HOEY) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

1 On page 17, line 24, beginning with the colon, strike
2 out down through "Secretary of Commerce" on page 18,
3 line 12.

4 On page 18, line 17, strike out "\$13,000,000" and in-
5 sert in lieu thereof "\$16,000,000"; and in line 18, com-
6 mencing with the colon, strike out down through "*Provided*
7 *further*" in line 4 on page 19, and insert in lieu thereof
8 "*Provided*".

81ST CONGRESS
2^D Session

H. R. 7941

AMENDMENTS

Intended to be proposed by Mr. GRAHAM (for himself and Mr. HOEX) to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 29, line 21, strike out the figure "\$4,000,000"
- 2 and insert in lieu thereof the figure "\$2,000,000".

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 18 (legislative day, July 20), 1950

Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 26, line 2, strike out the figure "\$8,000,000"
- 2 and insert in lieu thereof the figure "\$6,000,000".

81ST CONGRESS
2d Session

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. CHAVEZ from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 13, line 10, strike out the figure "\$200,-
- 2 000,000" and insert in lieu thereof the figure "\$175,000,-
- 3 000".

81ST CONGRESS
2D SESSION

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 18 (legislative day, July 20), 1950
Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. CHAVEZ from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

1 On page 19, beginning at line 21, through page 21,
2 line 2, strike out all of subsection (a) and subsection (b).

3 On page 21, line 3, strike out the letter “(c)”.

4 On page 21, lines 11 and 12, strike out the words “and
5 subsection (a) of section 5”.

6 On page 21, lines 22 and 23, strike out the words “and
7 subsection (b) of section 5”.

81ST CONGRESS
2^D SESSION

H. R. 7941

AMENDMENTS

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 18 (legislative day, July 20), 1950
Ordered to lie on the table and to be printed

Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 32, line 10, strike out the figure "\$25,000,000"
- 2 and insert in lieu thereof the figure "\$10,000,000".

81ST CONGRESS
2d Session

H. R. 7941

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

AUGUST 18 (legislative day, JUNE 20), 1950

Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 24, line 4, strike out the figure "\$10,000,000"
- 2 and insert in lieu thereof the figure "\$8,000,000".

AMENDMENT

Intended to be proposed by Mr. CHAVEZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 18 (legislative day, June 20), 1950

Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. CHAVEZ from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

- 1 On page 19, line 13, strike out the figure "\$10,000,000"
- 2 and insert in lieu thereof the figure "\$6,000,000".

AMENDMENT

Intended to be proposed by Mr. CRIVAZ, from the Committee on Public Works, to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

AUGUST 18 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

Calendar No. 2048

81ST CONGRESS
2^D SESSION

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 21 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. DOUGLAS to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

1 On page 15, lines 22 and 23, strike out "\$20,000,000"
2 and insert in lieu thereof "\$10,000,000"; on line 25, strike
3 out "\$20,000,000" and insert in lieu thereof "\$10,000,000".

4 On page 16, line 4, strike out "\$3,500,000" and insert
5 in lieu thereof "\$1,750,000".

6 On page 17, line 22, strike out "\$10,000,000" and insert
7 in lieu thereof "\$5,000,000"; and beginning with the word
8 "That" in line 24, strike out everything down to and in-
9 cluding the comma on page 18, line 4.

1 On page 18, line 17, strike out "\$13,000,000" and in-
2 sert in lieu thereof "\$6,500,000".

3 On page 19, line 14, strike out "\$10,000,000" and in-
4 sert in lieu thereof "\$5,000,000".

5 On page 24, line 4, strike out "\$10,000,000" and in-
6 sert in lieu thereof "\$5,000,000".

7 On page 25, line 11, strike out "\$5,000,000" and in-
8 sert in lieu thereof "\$2,500,000".

9 On page 26, line 2, strike out "\$8,000,000" and in-
10 sert in lieu thereof "\$4,000,000".



University of California, Berkeley
Department of Chemistry

Chemistry 5.05

General Chemistry

Winter 2005

Final Exam

1995-1996

1995-1996

1995-1996

81ST CONGRESS
2D Session

H. R. 7941

AMENDMENTS

Intended to be proposed by Mr. Douglas to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

AUGUST 21 (legislative day, JULY 20), 1950

Ordered to lie on the table and to be printed

H. R. 7941

IN THE SENATE OF THE UNITED STATES

AUGUST 21 (legislative day, JULY 20), 1950
Ordered to lie on the table and to be printed

AMENDMENTS

Intended to be proposed by Mr. DOUGLAS to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, viz:

1 On page 13, line 3, strike out "\$550,000,000" and
2 insert in lieu thereof "\$262,500,000"; on line 8, strike out
3 "\$225,000,000" and insert in lieu thereof "\$112,500,000";
4 on line 10, strike out "\$200,000,000" and insert in lieu
5 thereof "\$75,000,000".

6 On page 14, line 3, strike out "\$125,000,000" and
7 insert in lieu thereof "\$75,000,000".

8 On page 20, line 2, strike out "\$70,000,000" and insert
9 in lieu thereof "\$47,500,000".

AMENDMENTS

Intended to be proposed by Mr. Douglas to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

August 21 (legislative day, July 20), 1950

Ordered to lie on the table and to be printed

for individuals not in excess of \$100 per diem and the United States Commissioner is hereby authorized, notwithstanding the provisions of any other act, to employ as consultants by contract or otherwise without regard to the Classification Act of 1923, as amended, and the civil-service laws and regulations, retired personnel of the Armed Forces of the United States, who shall not be required to revert to an active status, and who shall be entitled to receive, as compensation for such temporary service, the difference between the rates of pay established therefor and their retired pay during the period or periods of such temporary employment; travel expense, including, in the discretion of the Commissioner, expenses of attendance at meetings of organizations concerned with the activities of the Commission which may be necessary for the efficient discharge of the responsibilities of the Commission; hire, with or without personal services, of work animals, and animal-drawn and motor-propelled (including passenger) vehicles and aircraft and equipment; acquisition by donation, purchase, or condemnation of real and personal property, including expenses of abstracts, certificates of title, and recording fees; purchase of ice and drinking water; inspection of equipment, supplies and materials by contract or otherwise; drilling and testing of foundations and dam sites, by contract if deemed necessary; payment for official telephone service in the field in case of official telephones installed in private houses when authorized under regulations established by the Commissioner; purchase of firearms and ammunition for guard purposes; and such other objects and purposes as may be permitted by laws applicable, in whole or in part, to the United States section: *Provided*, That, when appropriations have been made for the commencement or continuation of construction or operation and maintenance of any such project, the United States Commissioner, notwithstanding the provisions of sections 3679, 3732, and 3733 of the Revised Statutes or any other law, may enter into contracts beyond the amount actually appropriated for so much of the work on any such authorized project as the physical and orderly sequence of construction makes necessary, such contracts to be subject to and dependent upon future appropriations by Congress.

SEC. 104. The United States Commissioner, in order to comply with the provisions of articles 12 and 23 of the treaty of February 3, 1944, between the United States and Mexico, relating to the utilization of the waters of the Colorado and Tijuana Rivers and of the Rio Grande below Fort Quitman, Tex., is authorized to acquire, in the name of the United States, by purchase or by proceedings in eminent domain, the physical properties owned by the Imperial Irrigation District of California, located in the vicinity of Andrade, Calif., consisting of the Alamo Canal in the United States, the Rockwood Intake, the Hanlon Heading, the quarry, buildings used in connection with such facilities, and appurtenant lands, and to reconstruct, operate and maintain such properties in connection with the administration of said treaty.

SEC. 105. Funds heretofore appropriated to the Department of State under the heading "International Boundary and Water Commission, United States and Mexico" shall be available for the purposes of this title: *Provided*, That authorizations under this title shall apply only to projects agreed upon by the two Governments in accordance with the treaty of February 3, 1944.

TITLE II—DOUGLAS-AGUA PRIETA SANITATION PROJECT

SEC. 201. That the Secretary of State is authorized, subject to the conditions provided in this title, to enter into an agreement with the appropriate official or officials of the United Mexican States for the operation and

maintenance by the City of Douglas, Ariz., of the Douglas-Agua Prieta sanitation project, located at Douglas, Ariz., and Agua Prieta, Sonora, Mexico, heretofore constructed by the International Boundary and Water Commission, United States and Mexico, which agreement shall contain such provisions relating to a division between the two Governments of the costs of such operation and maintenance, or of the work involved therein, as may be recommended by said Commission and approved by the Government of Mexico and by the Secretary of State on behalf of the Government of the United States: *Provided*, That no such agreement shall be entered into until the governing body of the city of Douglas, Ariz., has given assurances satisfactory to the Secretary of State that it will operate and maintain said project and contribute an equitable proportion of the cost of such operation and maintenance allocated to the United States, so long as said agreement between the two Governments remains in force.

SEC. 202. There is authorized to be appropriated to the United States Section, International Boundary and Water Commission, United States and Mexico, such sums as may be necessary to defray such costs as may accrue to the United States arising out of any such agreement for the operation and maintenance of such project: *Provided*, That funds heretofore appropriated to the Department of State under the heading "International Boundary and Water Commission, United States and Mexico," shall be available for expenditure for the purposes of this title: *Provided further*, That any moneys received from the United Mexican States under the terms of any such agreement shall be available for expenditure in connection with any appropriations which may be available or which may be made for the purposes of this title: *And provided further*, That moneys received from the city of Douglas, Ariz., pursuant to the provisions of this title shall be available for expenditure in connection with any appropriations which may be available or which may be made available for the purposes of this title.

TITLE III—CALEXICO-MEXICALI SANITATION PROJECT

SEC. 301. That the Secretary of State is authorized, subject to the conditions provided in this title, to enter into an agreement with the appropriate official or officials of the United Mexican States for the construction by the International Boundary and Water Commission, United States and Mexico, of a sanitation project for the cities of Calexico, Calif., and Mexicali, Lower California, Mexico, which agreement shall contain such provisions relating to a division between the two Governments of the cost of such construction and operation and maintenance, or of the work involved therein, as may be recommended by the said Commission and approved by the Government of Mexico and by the Secretary of State on behalf of the Government of the United States: *Provided*, That no such agreement shall be entered into until the governing body of the city of Calexico, Calif., has given assurances satisfactory to the Secretary of State that it will operate and maintain such project and will contribute an equitable proportion of the cost of such construction, operation, and maintenance as is allocated to the United States so long as said agreement between the two Governments shall remain in force.

SEC. 302. There is authorized to be appropriated to the United States section, International Boundary and Water Commission, United States and Mexico, such sums as may be necessary to defray such costs as may accrue to the United States arising out of any such agreement for the construction, operation, and maintenance of such project: *Provided*, That funds heretofore appropriated

to the Department of State under the heading "International Boundary and Water Commission, United States and Mexico," shall be available for expenditure for the purposes of this title: *Provided further*, That any moneys received from the United Mexican States under the terms of any such agreement shall be available for expenditure in connection with any appropriation which may be available or which may be made available for the purposes of this title: *And provided further*, That moneys received from the city of Calexico, Calif., pursuant to the provisions of this title shall be available for expenditure in connection with any appropriations which may be available or which may be made available for the purposes of this title.

And to amend the title so as to read: "A bill to facilitate compliance with the treaty between the United States of America and the United Mexican States signed February 3, 1944."

Mr. CONNALLY. Mr. President, I move that the Senate disagree to the amendments of the House, ask a conference with the House on the disagreeing votes of the two Houses thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to, and the Vice President appointed Mr. CONNALLY, Mr. THOMAS of Utah, Mr. FULBRIGHT, Mr. SMITH of New Jersey, and Mr. LODGE conferees on the part of the Senate at the conference.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the House had passed the bill (S. 2423) to amend section 7 of the act of February 27, 1925 (43 Stat. 1008), relating to the Osage Indians of Oklahoma, with amendments, in which it requested the concurrence of the Senate.

The message also announced that the House had agreed to the amendment of the Senate to the bill (H. R. 133) to amend section 2 of the act approved June 20, 1936, entitled "An act to extend the benefits of the Adams Act, the Purnell Act, and the Capper-Ketcham Act to the Territory of Alaska, and for other purposes."

The message further announced that the House had disagreed to the amendment of the Senate to the bill (H. R. 9038) to authorize the President to determine the form of the national budget and of departmental estimates, to modernize and simplify governmental accounting and auditing methods and procedures, and for other purposes; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. DAWSON, Mr. HOLIFIELD, Mr. KARSTEN, Mr. RICH, and Mr. LOVRE were appointed managers on the part of the House at the conference.

The message also announced that the House had disagreed to the amendment of the Senate to the bill (H. R. 9176) to establish a system of priorities and allocations for materials and facilities, authorize the requisitioning thereof, provide financial assistance for expansion of productive capacity and supply, strengthen controls over credit, regulate speculation on commodity exchanges,

and by these measures facilitate the production of goods and services necessary for the national security, and for other purposes; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. SPENCE, Mr. BROWN of Georgia, Mr. PATMAN, Mr. MONRONEY, Mr. WOLCOTT, Mr. GAMBLE, and Mr. KUNKEL were appointed managers on the part of the House at the conference.

The message further announced that the House had passed the following bills and joint resolutions, in which it requested the concurrence of the Senate:

H. R. 5941. An act to incorporate The Military Chaplains Association of the United States of America;

H. R. 6355. An act to provide for the conveyance of certain real property to the city of Richmond, Calif.;

H. R. 7340. An act to amend section 5192 of the Revised Statutes, with respect to the reserves of certain national banks;

H. R. 7524. An act to authorize the establishment of a wildlife management area in the Florida Keys, Fla., and for other purposes;

H. R. 7677. An act to provide for perfecting the title of the State of Nebraska to certain property heretofore known as the Genoa Indian School;

H. R. 7854. An act to confer jurisdiction on the Court of Claims to hear, determine, and render judgment upon a certain claim of the Board of County Commissioners of Sedgwick County, Kans.;

H. R. 7990. An act to incorporate the American Society of International Law, and for other purposes;

H. R. 8458. An act authorizing the Housing and Home Finance Administrator to release the trustees of Columbia University, in the city of New York, and the Citizens' Veterans Homes Association of Rockland County, Inc., from obligations under their contracts for operation of veterans' temporary housing project, NY-V-30212;

H. R. 8534. An act to authorize the acceptance of donations of land to supplement present parkway lands along the line of the Chesapeake & Ohio Canal between Great Falls and Cumberland, Md.;

H. R. 8847. An act to aid the development and maintenance of American-flag shipping on the Great Lakes, and for other purposes;

H. R. 9111. An act to incorporate the United States Olympic Association;

H. R. 9134. An act to amend title 46, United States Code, section 251;

H. R. 9284. An act to amend the act entitled "An act to establish a uniform system of bankruptcy throughout the United States", approved July 1, 1898, and acts amendatory thereof and supplementary thereto;

H. R. 9291. An act to authorize the printing of the annual reports of the Girl Scouts of the United States of America as separate House documents;

H. J. Res. 385. Joint resolution to provide for the acceptance on behalf of the United States of a memorial plaque to the memory of Stephen Collins Foster, and for other purposes;

H. J. Res. 518. Joint resolution authorizing the printing and binding of a revised edition of Cannon's Procedure in the House of Representatives and providing that the same shall be subject to copyright by the author; and

H. J. Res. 519. Joint resolution to permit the National Grange to erect a marker on Federal land in the District of Columbia.

The message also announced that the House had agreed to a concurrent resolution (H. Con. Res. 2.2) authorizing the

Committee on the Judiciary of the House of Representatives to have printed 2,000 additional copies of serial 14, part 4, and 1,000 additional copies of serial 14, part 6, of the hearings, held before said committee entitled "Study of Monopoly Power," authorized by House Resolution 137, Eighty-first Congress, first session, in which it requested the concurrence of the Senate.

ENROLLED BILLS SIGNED

The message also announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the Vice President:

H. R. 133. An act to amend section 2 of the act approved June 20, 1936, entitled "An act to extend the benefits of the Adams Act, the Purnell Act, and the Capper-Ketchum Act to the Territory of Alaska, and for other purposes; and

H. R. 8112. An act to provide for the transfer to the States of the replicas of the State seals removed from the Chamber of the House of Representatives of the United States.

HOUSE BILLS AND JOINT RESOLUTIONS REFERRED OR PLACED ON CALENDAR

The following bills and joint resolutions were severally read twice by their titles, and referred, or ordered to be placed on the calendar, as indicated:

H. R. 5941. An act to incorporate The Military Chaplains Association of the United States of America;

H. R. 7854. An act to confer jurisdiction on the Court of Claims to hear, determine, and render judgment upon a certain claim of the Board of County Commissioners of Sedgwick County, Kans.;

H. R. 7990. An act to incorporate the American Society of International Law, and for other purposes;

H. R. 9111. An act to incorporate the United States Olympic Association; and

H. R. 9284. An act to amend the act entitled "An act to establish a uniform system of bankruptcy throughout the United States," approved July 1, 1898, and acts amendatory thereof and supplementary thereto; to the Committee on the Judiciary.

H. R. 6355. An act to provide for the conveyance of certain real property to the city of Richmond, Calif.; and

H. R. 7524. An act to authorize the establishment of a wildlife management area in the Florida Keys, Fla., and for other purposes; to the Committee on Interstate and Foreign Commerce.

H. R. 7340. An act to amend section 5192 of the Revised Statutes, with respect to the reserves of certain national banks; and

H. R. 8458. An act authorizing the Housing and Home Finance Administrator to release the Trustees of Columbia University, in the city of New York, and the Citizens' Veterans Homes Association of Rockland County, Inc., from obligations under their contracts for operation of veterans' temporary housing project, NY-V-30212; to the Committee on Banking and Currency.

H. R. 7677. An act to provide for perfecting the title of the State of Nebraska to certain property heretofore known as the Genoa Indian School;

H. R. 8847. An act to aid the development and maintenance of American-flag shipping on the Great Lakes, and for other purposes; and

H. R. 9134. An act to amend title 46, United States Code, section 251; ordered to be placed on the calendar.

H. R. 8534. An act to authorize the acceptance of donations of land to supplement present parkway lands along the line of the

Chesapeake and Ohio Canal between Great Falls and Cumberland, Md.; and

H. J. Res. 519. Joint resolution to permit the National Grange to erect a marker on Federal land in the District of Columbia; to the Committee on Interior and Insular Affairs.

H. R. 9291. An act to authorize the printing of the annual reports of the Girl Scouts of the United States of America as separate House documents;

H. J. Res. 385. Joint resolution to provide for the acceptance on behalf of the United States of a memorial plaque to the memory of Stephen Collins Foster, and for other purposes; and

H. J. Res. 518. Joint resolution authorizing the printing and binding of a revised edition of Cannon's Procedure in the House of Representatives and providing that the same shall be subject to copyright by the author; to the Committee on Rules and Administration.

PRINTING OF ADDITIONAL COPIES OF HEARINGS ENTITLED "STUDY OF MONOPOLY POWER" BEFORE HOUSE COMMITTEE ON THE JUDICIARY

The VICE PRESIDENT laid before the Senate House Concurrent Resolution 202, which was read as follows:

Resolved by the House of Representatives (the Senate concurring). That in accordance with paragraph 3 of section 2 of the Printing Act approved March 1, 1907, the Committee on the Judiciary of the House of Representatives be, and is hereby, authorized and empowered to have printed for its use 2,000 additional copies of serial 14, part 4, and 1,000 additional copies of serial 14, part 6, of the hearings held before said committee, entitled "Study of Monopoly Power," authorized by House Resolution 137, Eighty-first Congress, first session.

Mr. GREEN. Mr. President, I ask for the immediate consideration of the concurrent resolution.

The VICE PRESIDENT. Is there objection?

Mr. WHERRY. Reserving the right to object, I should like to ask the distinguished Senator from Rhode Island whether this is the regular procedure in connection with such concurrent resolutions?

Mr. GREEN. Yes; and it is customary to act very promptly.

The VICE PRESIDENT. The question is on agreeing to the concurrent resolution.

The concurrent resolution was agreed to.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the junior Senator from Massachusetts [Mr. LODGE] and other Senators, which will be stated.

The amendment, offered by Mr. LODGE (for himself, Mr. GREEN, Mr. McMAHON, Mr. NEELY, Mr. FREAR, Mr. TAFT, Mr. FERGUSON, Mr. SMITH of New Jersey, Mr. SALTONSTALL, Mr. KNOWLAND, Mr. BRICKER, Mr. IVES, Mr. MARTIN, Mr. WILLIAMS, Mr. HENDRICKSON, Mr. TOBEY, Mr.

FLANDERS, Mr. DOUGLAS, Mr. AIKEN, and Mr. LEHMAN), was on page 20, beginning with the word "The" in line 4, to strike out all down to and including "funds." in line 7, and insert in lieu thereof the following: "The sum herein authorized for each fiscal year shall be apportioned among the several States in the ratio which the population of each State bears to the total population of all States as shown by the latest available United States census, but no State shall receive less than three-fourths of 1 percent of the sum authorized to be appropriated for each year under this subsection."

Mr. LODGE obtained the floor.

The VICE PRESIDENT. If the Senator from Massachusetts will permit, the Chair would like to remind Senators that at 1:30 o'clock, under the agreement entered into last week, the Senate will begin consideration of amendments, with the time limited to 5 minutes on each side. There is no limitation up until 1:30 o'clock, and no control of the time.

Mr. LODGE. Mr. President, I desire to say a few words in support of the amendment which is now the pending question, offered by myself and a number of other Senators.

On July 13, 1950, a resolution was unanimously adopted by the conference of northeastern region highway officials, representing the States of Massachusetts, New Hampshire, Vermont, Connecticut, Rhode Island, New York, New Jersey, Pennsylvania, Delaware, and Maryland.

The text of the resolution is as follows:

Whereas the pending Federal-aid highway legislation has established tentative formulas for the allocation of funds to be appropriated for highway purposes; and

Whereas it is to the interest of better Nation-wide highway transportation that such allocations be established in respect to predominate needs: Be it therefore

Resolved, That in the authorization of Federal-aid highway funds, and in the allocation of such funds to the various States that the Congress of the United States give full consideration to the needs of the more populous States where the need for such highways is the greatest, the cost of construction is the highest, and where the traffic load is the heaviest; and be it further

Resolved, That the amendments proposed by the Senate of the United States, Committee of Public Works, to the Federal Aid Highway Act of 1950, are utterly contrary to the transportation and highway needs of the Nation.

The commissioner of public works of Massachusetts has informed me that the principal objection which the Public Works Commission has to H. R. 7941 is in the method of apportioning the funds for improvement of the national system of interstate highways, set forth in section 5 (b). So the amendment does not go to the question of primary roads or secondary roads. It is aimed entirely at that section of the bill which deals with interstate highways, and for which, as I understand, \$70,000,000 is authorized.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. CHAVEZ. I may inform the Senator from Massachusetts that he is correct, that his amendment would apply

only to the interstate roads. A new recommendation in that respect has been made by the Committee on Public Works. After the chairman of the committee received the letter from the President giving us his views in reference to the pending bill, the committee took certain action, and I can inform the Senator that on his desk there now lies a proposed amendment, to be submitted by the committee, which will completely do away with the \$70,000,000 for interstate roads.

Mr. LODGE. I am very glad to hear that.

Mr. CHAVEZ. As a matter of fact, there is no particular reason for the amendment of the Senator from Massachusetts at this time.

Mr. LODGE. I shall certainly examine that amendment. I appreciate the Senator from New Mexico telling me about the amendment. I was not aware of it, and I will examine it.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. WHERRY. I should like to ask the Senator from New Mexico if he will identify the amendment which he says is printed, so we may examine it.

Mr. IVES. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. IVES. The Senator from New York has not seen the amendment, but he rises to inquire if the amendment the committee will offer would eliminate more than the amount of money involved?

Mr. CHAVEZ. It eliminates the language in question. The amendment is dated 8-18-50—I.

Mr. LODGE. Does the Senator from New Mexico refer to the proposal to strike the words "and subsection (b) of section 5" on page 21, lines 22 and 23?

Mr. CHAVEZ. I am now referring to page 19, beginning in line 21, through page 21. In other words, it strikes out subsection (a) and subsection (b).

Mr. LODGE. I shall certainly look that up at once. On page 19 after "section 5 (a)" it strikes out "For the purpose of expediting the construction * * * of the national system of interstate highways", and so forth. As I read the amendment of the Senator from New Mexico it strikes out all the language to which the Public Works Commissioners from the Northeastern States object, and therefore I see no use in pressing the amendment which I, in common with many other Senators, am sponsoring.

Mr. CHAVEZ. Mr. President, will the Senator yield further?

Mr. LODGE. I yield.

Mr. CHAVEZ. Of course, we appreciate the Senator's statement. I may tell the Senator from Massachusetts that the committee has not changed its mind whatsoever as to the necessity at this moment for that particular language. But, in view of the President's letter and because of the fact that we held the hearings long before the Korean situation arose, we thought it advisable at this time to take the action

we have taken, and we struck all that language from the bill.

Mr. LODGE. I should like to ask the Chair whether those of us who are sponsoring the amendment on which my name is printed, can withhold this amendment until we see whether the amendment of the Senator from New Mexico is agreed to. If the committee amendment is agreed to then we will not need to offer our amendment.

The VICE PRESIDENT. The amendment may be temporarily withdrawn pending the action on other matters, and reoffered later, if need be.

Mr. LODGE. Yes. I assume, inasmuch as the Senator from New Mexico, as chairman of the committee, is submitting the amendment, that undoubtedly it will be adopted.

Mr. CHAVEZ. I hope so; not that I am for it spiritually.

Mr. LODGE. I understand the Senator is not spiritually for it, but I also know that he is a man of great influence in the Senate.

Mr. CHAVEZ. I thank the Senator for that statement.

Mr. LODGE. And when he is for a thing, whether spiritually or not, it carries a very great amount of weight. So, for that reason, Mr. President, I shall not extend my remarks very long.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. WHERRY. I would deeply appreciate it if the Senator from Massachusetts would give his interpretation of his amendment, because whatever the amendment accomplishes would also have a bearing on the committee amendment. I wish he would give the interpretation for the benefit of the Senate. I would like to know what the Senator's amendment would accomplish.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. CHAVEZ. I also would appreciate it if the Senator would proceed with an explanation of his amendment because if the amendment proposed by the committee should have the effect that is intended by the committee, that amendment, or the amendment of the Senator from Massachusetts, would completely change a procedure which has been in existence in connection with the distribution of Federal funds, since 1916. I should like to have every Senator from every State be informed as to the effects of the amendment, if it were to be offered and if it had not been withdrawn.

Mr. KERR. Mr. President, will the Senator yield, to permit me to ask a question of the chairman of the committee, in line with the discussion?

Mr. LODGE. I yield, if I may obtain unanimous consent for that purpose.

The VICE PRESIDENT. Without objection, consent is granted.

Mr. KERR. Mr. President, I should like to ask the Senator from New Mexico, if it is a fact that the amendment of the Senator from Massachusetts and his colleagues has to do with the language which would distribute the \$70,000,000 to be allocated for the so-called interstate highway system.

Mr. CHAVEZ. That is correct.

Mr. LODGE. Yes, that is correct.

Mr. KERR. I should like to ask further if that is a new allocation in the bill this year, one which has not been in similar bills heretofore.

Mr. CHAVEZ. Yes.

Mr. KERR. Let me also ask if it is true that when the House provided language for that purpose, it provided a formula for the distribution of those funds, which formula is changed by the recommendation of the Senate Committee on Public Works.

Mr. CHAVEZ. Yes; the formula provided by the House was an entirely new one, never before used in connection with road bills or the work on roads.

Mr. KERR. Let me also ask if it is a fact that the new language proposed by the Senate Committee on Public Works would delete the allocation of \$70,000,000 and the language coming to the Senate from the House of Representatives with reference to that item.

Mr. CHAVEZ. Yes; that is in accordance with my understanding.

Mr. KERR. Is it correct that that is the language which is referred to and sought to be changed by the amendment of the Senator from Massachusetts?

Mr. CHAVEZ. I have stated that in my discussion with the Senator from Massachusetts.

Mr. LODGE. Yes; that is correct.

Mr. President, I appreciate the courtesy of the Senator from New Mexico in suggesting that there might be some justification for my making the argument for this amendment, even though it is apparent that it may not be necessary to press for its adoption.

I do not dispute the Senator's assertion that this proposal does change a formula which we have had for a long time; but I should like to point out that the formula we have had for a long time deals with primary and secondary roads, whereas the only type of road work at which my amendment aims is a comparatively new type of highway construction which has been brought about by new traffic developments and new living conditions and the whole growth of the automobile traffic in our large cities.

The reason why this matter did not come up earlier is that the huge congestion in our metropolitan centers is a comparatively recent development. One of the things which makes the congestion in the metropolitan centers such a unique problem is the great cost of the land in those areas. The question of taking land and buying rights-of-way in those areas is a difficult one, for the land is tremendously expensive. I noted that the Senator from Illinois [Mr. DOUGLAS] said the other day that the cost of 1 mile of road in Delaware is approximately 30 times the cost of a mile of national highway in Wyoming.

I would be the last Senator ever to dispute the need and justification for the development of the West and of the large areas of our country. That is one of the great purposes of the American Government. I think the reason why George Washington located the Capital in Washington was that the Chesapeake and Ohio Canal began here, and it was

the best road west, and he wanted the Members of the House and the Senate to be constantly thinking of westward expansion. When we expand and develop the West, we help everyone, because the boy from Massachusetts moves to Oklahoma; and that kind of migration has been going on all through our history.

So I am not undertaking to argue against the area formula which we have had for primary and secondary roads for so many years. But my contention is that the great metropolitan centers—for instance, Chicago, Detroit, Boston, New York, Philadelphia—which are also national problems, which also affect the man in Oklahoma and the man in New Mexico, require a little different treatment and a little specialized treatment, and that where there are the huge centers of population, it is justifiable to set up a formula which is based on population.

Mr. KERR. Mr. President, will the Senator yield for a question?

Mr. LODGE. I yield.

Mr. KERR. Do I correctly understand that the Senator from Massachusetts is addressing his remarks primarily to the allocation of funds to the so-called interstate highway, if that allocation were retained in the bill or if at a future date it were to be included in a highway bill?

Mr. LODGE. That is correct. The interstate highway is what I am talking about.

Mr. KERR. I thank the Senator.

Mr. WHERRY. Mr. President, will the Senator yield, now that he has been interrupted?

Mr. LODGE. I yield.

Mr. WHERRY. I did not quite understand the observation of the distinguished Senator from Oklahoma, which was put in the form of a question. It seemed to me that he was saying that the \$70,000,000 would be a new allocation.

Does the Senator mean that this is the first time an allocation has ever been recommended for interstate highways?

Mr. KERR. If I may answer, let me say that as I understand the matter, this is the first highway bill which has had a fourth general allocation in the main body of the bill. Heretofore the allocations have been, first, for primary roads; second, for secondary roads; third, for urban projects. But as I understand the matter, the allocation for urban projects has been in the bill only since 1944.

Now, for the first time, as I understand, when the bill came from the House of Representatives this time it contained a fourth general allocation, designated as the interstate highway allocation.

As I have brought out, and as the Senator has confirmed, in providing that fourth allocation, the House set up a new formula for the distribution of those funds.

The action of the Senate Committee on Public Works, as indicated by their amendment, will take out both that fourth allocation and the language by which it would have been distributed.

Mr. WHERRY. Mr. President, will the Senator yield for a further question?

Mr. LODGE. I yield.

Mr. WHERRY. I deeply appreciate the answer the Senator from Oklahoma has given.

Now I should like to address this question to the Senator from Massachusetts, so that I shall clearly understand what is proposed to be done by means of this amendment.

As I understand, the new allocation, which we might call the allocation for the super highway or for the interstate highway, is something new. I understand that the House wrote a new formula in that connection.

I further understand that when the bill came to the Senate, the Senate committee voted to change the formula; and now, as I understand, the committee amendment seeks to strike out not only the formula but also the allocation going along with it. If that is done, we shall be right back where we started, with the highway system and the roads we have had, and the formula in that respect would not be changed one iota. Is that correct?

Mr. CHAVEZ. That is correct.

Mr. WHERRY. In other words, if these provisions go out of the bill, there will be no change at all in the highway system or the road allocations, because if the amendment of the distinguished Senator from Massachusetts carries, it will strike out not only the formula but also the allocation of \$70,000,000; is that correct?

Mr. LODGE. No; the amendment I have offered would retain the \$70,000,000, but would change the basis of allocation.

As I understand the amendment of the Senator from New Mexico, it does precisely what my amendment does.

Mr. KERR. Mr. President, if I may interrupt, let me say it goes beyond that. The amendment of the Senator from Massachusetts would retain the \$70,000,000 allocation, but would change the formula for its distribution, as written by the Senate committee.

The amendment of the Senator from New Mexico and the Senate committee not only would strike from the bill the language of the new formula, but also the new \$70,000,000 allocation.

Mr. LODGE. I should like to ask the Senator from New Mexico whether that is accurate, namely, that his amendment strikes out the entire \$70,000,000 allocation.

Mr. CHAVEZ. We have an amendment which strikes out certain language and also one striking out completely the \$70,000,000 allocation.

Mr. LODGE. But does the amendment which strikes out the matter on page 19, beginning at line 21, strike out the whole allocation of \$70,000,000? If so, of course I would be opposed to that. I should like to retain the \$70,000,000 and allocate it on a population basis.

Mr. WHERRY. Mr. President, if the Senator will yield, that is the point I was about to attempt to make by my questions, because I understood that the two amendments were alike, and that they would strike out both the allocation and the formula. What the Senator

seeks to do now is to preserve the \$70,000,000, but to distribute it through a new program; is not that correct?

Mr. LODGE. That is correct.

Mr. WHERRY. The committee amendment would strike not only the allocation but the formula.

Mr. LODGE. I should like to retain it the way it came from the House, by which \$70,000,000 is allocated for interstate highways on a population basis, that formula applying only to that amount.

Mr. CHAVEZ and Mr. McCLELLAN addressed the Chair.

The VICE PRESIDENT. Does the Senator from Massachusetts yield, and if so, to whom?

Mr. LODGE. I yield first to the Senator from New Mexico.

Mr. CHAVEZ. The committee itself, of course, would like to keep the \$70,000,000, but not as it came from the House, so far as distribution is concerned. We had the old formula for the distribution of that money. But I made the statement heretofore—I think the Senator was present—that, in view of the fact that the President had written a letter to the chairman of the Committee on Public Works, suggesting that inasmuch as the committee had taken action allotting \$70,000,000 for this purpose prior to the Korean situation, we should review it. So we did that, not because we do not favor the \$70,000,000, but because economy-minded people, here and elsewhere, said we should cut \$120,000,000, and, since the \$70,000,000 item is a new one, we cut it out.

Mr. LODGE. This is an authorization, is it not?

Mr. CHAVEZ. It is.

Mr. LODGE. We authorize things, after which the Appropriations Committee usually decides how much we can afford to appropriate for them.

Mr. CHAVEZ. I may say to the Senator from Massachusetts that if the \$70,000,000 is retained, the committee certainly is going to insist on its formula of distribution.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. LODGE. In a moment. If I may comment on the last statement of the Senator from New Mexico it seems to me that his amendment striking out the whole \$70,000,000 pretty well defeats the purpose which I and other Senators are trying to achieve. We do not care what the formula is, if we are not going to get any money—that does not do us any good. I yield to the Senator from Arkansas.

Mr. McCLELLAN. I merely want to clarify the situation. Since reporting the bill, the President submitted a letter to the chairman requesting a reduction in these authorizations. The committee met and went over the items, and, because this was a new item and because every road that would be affected by the \$70,000,000 comes under either urban roads or primary roads, we took out the \$70,000,000, to help bring the amount of the bill down to what the President wanted and recommended.

If the amendment is agreed, which will be offered by the committee, to strike

out the \$70,000,000—and there is nothing else at issue—as a matter of course, the other amendment, to strike out the language applying a formula to it, should be adopted. If the Senate fails to strike out the \$70,000,000 item as the committee has recommended, we shall then have the issue of which kind of formula we shall apply to it.

Mr. LODGE. Could the Senator furnish a copy of the President's letter, in which he singled out this particular item for reduction?

Mr. McCLELLAN. I did not say he singled out this particular item. I said that, in order to get the amount of the authorizations down—

Mr. LODGE. Could the Senate have the benefit of the full text of the President's letter on this subject?

Mr. CHAVEZ. Certainly. It was inserted in the CONGRESSIONAL RECORD last Thursday.

Mr. LODGE. Mr. President, if we are going to continue to do any road work during the war, it seems to me that this is a very essential type of road work. When we consider the estimate that one atomic bomb dropped on the city of Chicago at the rush hour would entail 540,000 casualties—I think that is correct, although I am quoting from memory—and corresponding casualties in other crowded population centers, it makes one realize that a network of roads which enables circulation and traffic to take place in the cities, is a more pressing need in the light of the possibilities of war than it ever was before. Frankly, I cannot follow the reasoning that we should focus especially on this \$70,000,000 item.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. LODGE. I yield to the Senator from Arkansas.

Mr. McCLELLAN. It must be borne in mind that while this undertook to provide special treatment for interstate highways—which is something new—every road that is affected by the amendment is still in the bill, so far as the prospect of getting money to be expended on it is concerned. Every mile of every interstate highway would either be in the urban system or in the primary system, so that if we do not get the \$70,000,000, which is a new item, if we are to make the reduction, it would be necessary to make it in the primary or in the urban system; so it all balances up to the same thing.

Mr. CHAVEZ. The interstate system is composed of primary, secondary, and, now, urban roads.

Mr. LODGE. Yes.

Mr. CHAVEZ. The only thing that would result from striking out the \$70,000,000 would be that we would not have so much money for that particular purpose as we would like. But there is still plenty of money left for the purposes the Senator has in mind.

Mr. LODGE. Yes; but allocated on an entirely different formula. I believe I am correct in that, am I not?

Mr. CHAVEZ. That is correct.

Mr. McCLELLAN. It would be allocated on the basic formula which we have been following for those items.

Mr. LODGE. So, I believe I am correct in stating that if the \$70,000,000 is eliminated, we go on with primary, secondary, and urban construction on the basis of the old formula, but we do not engage in this new work on a population basis in the crowded areas; which I think is vitally necessary not only because peacetime traffic has increased so much, but also because of the threats of the military situation.

Mr. CHAVEZ and Mr. KERR addressed the Chair.

The VICE PRESIDENT. Does the Senator from Massachusetts yield; and if so, to whom?

Mr. LODGE. I yield first to the Senator from New Mexico, and then I shall yield to the Senator from Oklahoma.

Mr. CHAVEZ. If the Senator from Massachusetts will investigate the formula used for the distribution of the urban-road moneys, he will find out that it is based on population only.

Mr. LODGE. Yes, I understand that. The House, as I understand, however, in addition to the urban-road amount, which is based on population only, decided on \$70,000,000 for interstate highways, because the Members of the House were impressed, as I am, with the very difficult situation in our big cities. I yield to the Senator from Oklahoma.

Mr. KERR. Mr. President, I was going to ask the Senator whether he did not know what the Senator from New Mexico has now said, which is that there is in the bill an authorization of \$125,000,000 strictly for roads affecting urban populations to cover just what the Senator has in mind, and whether he would not feel that in order to reach the matter of which he speaks, particularly with reference to the metropolitan areas, his amendment should be one to increase the amount allocated to the urban development? Would not that be the way to reach the problem the Senator has in mind?

Mr. LODGE. I do not think that is the only consideration we have in connection with this matter. I have a brief statement here on this interstate highway concept, which I think is pertinent and which I should like to read, in view of certain of the questions which have been asked. It was prepared for me by my staff, and is based on information from official sources:

The system of interstate highways was selected and adopted by the Federal Government to provide for a basic network of the most important roads in the Nation which serve the greatest proportionate volume of traffic.

An example of that is Route 1, which runs all the way from Maine to Florida.

This 1 percent system of approximately 37,000 miles serves over 20 percent of the traffic. Of this mileage, the Federal Government's own studies show that the heaviest volumes and the most important parts of this network from the standpoint of national transportation need are in the heavily populated States. These are the States where the costs for construction are the greatest for the reason that higher traffic volumes demand construction to standards much greater than in the less heavily populated States where, in most cases, low traffic volumes are encountered. Equally important,

because of the heavy concentration of population, more of the construction of this network of roads is in urban and suburban areas where construction costs are higher, costly designs must be used to avoid wholesale acquisition of expensive rights-of-way and the number of intersecting arteries which must be bridged is greater.

Under the bill as it is now before us, the Northeastern States for example, because of their high population but smaller areas, would be reduced in their share of this Federal aid from almost \$20,000,000 to only \$11,000,000. This represents a reduction of almost 50 percent. This change in the apportionment will mean severe curtailment of the various States' plans for improvement of the interstate system.

I have been advised that while Massachusetts, for example, contributes to the Federal Government in all its imposts on auto and truck transportation a sum of approximately \$30,000,000, it receives but \$10,000,000 in Federal aid for our highways. This disparity will be increased by the Senate amendment. The same variance holds for all industrial areas. While these States contribute in the various automotive taxes the sum of \$290,000,000, they receive for highway purposes from the Federal Government only \$93,000,000.

Mr. KERR. Mr. President, will the Senator yield for a question?

Mr. LODGE. I yield.

Mr. KERR. The \$30,000,000 which the Senator mentioned as having been paid by the State of Massachusetts is from all motor-vehicle taxes paid, is it not?

Mr. LODGE. Automobile and truck taxes.

Mr. KERR. Is it not also from gasoline, lubricating oils, motor vehicles, and parts?

Mr. LODGE. I think that is correct.

Mr. KERR. I think the Senator mentioned \$290,000,000 which he said went to a certain group of States. How much had those States paid in?

Mr. LODGE. I did not mention any amount going to other States.

Mr. KERR. I thought the Senator mentioned a group of States that—

Mr. LODGE. The Senator is thinking of someone else.

Mr. KERR. What was the last statement the Senator made?

Mr. LODGE. The Senator is trying to trip me up on my argument. I said that while these States contribute in the various automotive taxes the sum of \$290,000,000, they receive for highway purposes from the Federal Government only \$93,000,000. I was not talking about States which received a great deal and contributed little. I was about to read the names of the States when the Senator started to question me.

Mr. KERR. I beg the Senator's pardon. I was listening with interest.

Mr. LODGE. I am glad the Senator was listening with interest. He is always delightful, and an astute debater.

I shall read the names of the States. They are as follows:

California, Connecticut, Delaware, Illinois, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, New Hampshire, New Jersey, New York, North Carolina, Ohio, Pennsylvania, Rhode Island, Vermont, and West Virginia.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. CHAVEZ. How many are there?

Mr. LODGE. Eighteen. These are the States which contribute from various automotive taxes \$290,000,000 and receive for highway purposes from the Federal Government only \$93,000,000.

I do not stand on the floor of the Senate and argue that Federal tax money should be distributed on the basis of where it came from. But here we have a question that is national in scope. I think Highway No. 1 from Maine to Florida is a matter of national interest. The American people like to travel. In the State of Massachusetts we see, in the summer, license plates from every State in the Union.

Mr. KERR. Mr. President, will the Senator yield for a question?

Mr. LODGE. I yield.

Mr. KERR. How does the Senator think Highway No. 1 rates in comparison with the highway from San Francisco to Los Angeles?

Mr. LODGE. I am not familiar with that highway, but I would say it is a very important highway.

Mr. KERR. I thank the Senator.

Mr. LODGE. I have been in every State in the Union, and the Senator from Oklahoma will never find me taking a narrow-minded view of these questions.

Mr. ROBERTSON. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. ROBERTSON. In referring to what certain States pay, does the Senator from Massachusetts know of any accurate formula to ascertain who actually pays the taxes which are collected in a given State?

Mr. LODGE. No; I do not think there is an accurate formula. I think there are some States credited with an immense Federal tax contribution. As I remember, North Carolina is credited with an immense Federal tax contribution because of the stamp taxes paid on cigarettes. There are all sorts of factors involved which make it very difficult to define the figures in any detail.

Mr. ROBERTSON. Is it not a fact that everyone who uses the product of a corporation which pays a tax on its earnings helps to pay that tax, because it is passed on to him? A shoe manufacturer in Massachusetts does not sell shoes only to the people of Massachusetts. Many people in the South wear shoes these days.

Mr. LODGE. Yes, for some little time, I will say to the Senator; ever since I can remember.

Mr. ROBERTSON. The American Tobacco Co. used to pay \$200,000 in tax money on cigarettes every day it operated. The amount is greater in these days. The Lucky Strike cigarette goes all over the United States, and the man who buys that cigarette is the man who actually pays the tax on it, but it is collected through the excise tax imposed on the manufacturer.

Mr. LODGE. That is exactly what I was saying. The Senator has substantiated my contention that the figures of tax collections in certain States do not furnish a very dependable basis, but they do furnish a rough indication. But I am

arguing for the formula because I think it is very definitely in the national interest to complete interstate highways and to take them through great metropolitan centers. I think that is a thing which has grown essential in time of peace because of the advances in automotive traffic, and I believe the world situation and the possibility of hostilities make it even more necessary that we take steps which will improve traffic and improve circulation in the great population centers. I find it difficult to understand how, if we are going to cut down authorizations for road construction, that we should cut down this kind of road-building program more than we cut down road building out in the country, in the woods, and in the fields.

Mr. TAFT. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. TAFT. I wondered if any calculations had been made on the basis of the distribution and collection of gasoline taxes. I understand the gasoline tax is sufficient to pay the entire road appropriation. Roughly speaking, therefore, the taxes must come in proportion to the population, because, after all, they are paid by the people using the roads, by the people who have automobiles, and I should think that the distribution of the gasoline tax would indicate that, as a matter of fact, it is paid largely in proportion to the population.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. LODGE. I shall be glad to yield to the Senator from New Mexico in a moment.

There is a table on page 12963 of the RECORD of August 18 which shows, for example, that the State of Ohio would receive 3.87 percent of the authorization under House bill 7941, and that it paid 5.88 percent of the total Federal gas tax paid.

Mr. TAFT. The payment of this tax is very largely in the place where the roads are used.

Mr. LODGE. I understand that in a number of States, and I know it is true in Massachusetts, the gas-tax receipts are earmarked for highway work and cannot be spent for anything else. I believe that is true of other parts of the country.

Mr. CHAVEZ. Generally speaking, that is correct.

Mr. LODGE. To use such receipts as a yardstick for allocating Federal highway funds is, I think, clearly justifiable, though it might be argued that we should not use general tax receipts for such a purpose.

I now yield to the Senator from New Mexico.

Mr. CHAVEZ. It should not be a criterion in all instances, for the reason that in Ohio it is true that there is a larger population than there is in New Mexico, but there are more people from Ohio now living in New Mexico than there are people from New Mexico living in Ohio. The gasoline bought in Ohio is not necessarily all bought by Ohio people. There is more gasoline, possibly, bought in New York City by people from

New Jersey than is bought by New York City people.

Mr. TAFT. I would say that the taxes are paid almost exactly in proportion to the places where the roads are used. On the average that is where it must be paid. It must be paid where the roads are used. So it is not only the length of the roads. It is also the density and volume of traffic which must be taken into consideration in the matter of gasoline taxes.

Mr. LODGE. It does not matter of what State an individual is a citizen. It is a fundamental American proposition. It is impossible to separate the highways from the people who use them.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. WHERRY. What is the difference between a primary highway and a so-called interstate highway? As I understand, prior to this time primary highways have included the class of highway the distinguished Senator is discussing. Is that correct? What is the difference?

Mr. LODGE. I think that is true.

Mr. WHERRY. Who is to determine that question? I can see that it would be possible to make an allocation on the basis of gasoline taxes or on the basis of some other formula which might be developed. However, who determines what is an interstate highway and what is a primary highway in this new allocation?

Mr. LODGE. I think the Senator is correct that an interstate highway embraces primary, secondary, and urban roads. If I am incorrect, the Senator from New Mexico will correct me. Who it is that decides what is an interstate highway, I do not know. Perhaps the Senator from New Mexico may be able to tell us.

Mr. CHAVEZ. A primary road is a through road, but does not have the top priority that an interstate road has.

Mr. WHERRY. Who determines that question? One highway, No. 40, runs through Maryland. There are many highways in this vicinity. Are all those highways included in the new allocation?

Mr. CHAVEZ. All roads are included in the new allocation.

The determination as to what is a primary road and what is an interstate road is made by the States, remembering that the States have the final say as to allocation, and so forth, with the cooperation and understanding of the Bureau of Public Roads.

Mr. WHERRY. Before the new allocation was suggested certainly the primary roads included the so-called interstate highways.

Mr. CHAVEZ. Primary roads, secondary roads, and even urban roads make up an interstate road.

Mr. WHERRY. If that be correct, who determines what an interstate highway is, and where the allocations go? I know that in the State of Nebraska, which is a sparsely settled State as compared with some other States, we have Highway No. 30 going through the State from one end to the other. We have United States Highway No. 6 going through the State from one end to the

other. We have Highway No. 20, which goes through the State from one end to the other, east and west. Going north and south we have other United States highways. What I am asking is: Are any of the roads which heretofore have been considered largely primary roads included in the highway allocation which the distinguished Senator is talking about?

Mr. LODGE. Mr. President, I should like to yield the floor.

Mr. CHAVEZ. The Bureau of Public Roads and the States themselves determine the importance of the roads.

Mr. LODGE. Mr. President, I should like to yield the floor. I have taken half an hour. There is only a half hour left, and I think it is only fair for the Senator from Arkansas and the Senator from New Mexico to have some time. Before I do so, I should like to inquire from the Chair whether I am correct in understanding that the amendment which I offered is the pending amendment.

The PRESIDING OFFICER (Mr. GEORGE in the chair). It is the pending amendment. Of course, the Senator may withdraw it.

Mr. LODGE. I think the orderly procedure to follow would be to go ahead and vote on the amendment, because it sets up a formula. Then we can decide whether to strike out the whole item.

Mr. President, I yield the floor. I thank the Senator from Arkansas [Mr. McCLELLAN] and the Senator from New Mexico [Mr. CHAVEZ] for their forbearance.

Mr. HICKENLOOPER. Mr. President, does the Senator refer to his amendment 7-28-50—D, which was introduced by a number of sponsors?

Mr. LODGE. That is correct.

Mr. McCLELLAN. Mr. President, out of deference to other members of the committee who may wish to make some remarks, and in view of the limitation of time, I shall be very brief in my remarks. As chairman of the subcommittee of the Subcommittee on Public Works, which processed the bill, I wish first of all to express my appreciation to my colleagues on the subcommittee for the splendid attendance, interest, and cooperation which they gave in the development of the proposed legislation.

Mr. President, my recollection is that after the subcommittee had finished its work, after holding what I regard as rather extensive hearings, in which we gave to every interested party who wanted to appear before the committee and give his views regarding the highway problem the opportunity to be heard, and after we had finished our work and reported to the full committee, the full committee voted unanimously to report the pending bill. At the time we started the hearings on the measure I think every member of the committee had generally an open mind as to what we should finally do. We undertook to develop the facts and information which were pertinent to guide us in our deliberations. We are faced with the dilemma, and it became more pointed as the hearings progressed, of the need of highway construction in view of the accelerated burden of traffic upon our roads and the

neglect which had occurred to the highway construction program during the war. It made a strong appeal to us to report a bill with much larger authorizations than we finally reported.

Yet, we were also confronted with a necessity of trying to economize, in view of our heavy expenditures abroad and our operating at a deficit here at home. Of course, at that time the Korean war had not started. We developed the bill in the light of what we may term peace conditions, although the peace is unstable, as we know.

However, taking into account the tremendous need for road construction in America today, in order to keep pace with traffic conditions and demands, we reported a bill authorizing \$748,500,000, which is nearly \$100,000,000 in excess of the bill passed by the House, and somewhat more than that in excess of the Budget Bureau's recommendation. Between the time the House passed its bill and the Senate committee reported its measure, some \$45,500,000 had been added by Budget recommendation. I modify that statement with one exception. We placed in the bill some \$25,000,000 for access roads, which is \$15,000,000 in excess of the Budget Bureau's recommendations, but the other items had been subsequently recommended by the Bureau of the Budget, and that accounted in some measure for our bill being greater.

Mr. President, following the letter of the President to the chairman, the committee has met, and, in an effort to comply with the President's suggestions, we have reconsidered the bill and recommended a reduction of \$120,000,000 under the amount as originally reported. Amendments will be offered by the chairman of the committee to effectuate those reductions.

There are two things in the bill which may be controversial. The first is the formula which the Senator from Massachusetts has been discussing, and has an amendment to change. If the committee's recommendations with respect to reductions, and the amendment that will be offered to strike out of the bill the \$70,000,000, are agreed to, that will remove any controversy about formula. So I think that insisting on voting on the formula, and having the argument on that now, is getting the cart a bit ahead of the horse. If the committee recommendations are followed, there will actually be no issue and it occurs to me that the amendment properly to be voted on would be the one to strike out the \$70,000,000. That would be the more orderly procedure.

I can appreciate that differences of opinion arise as to what is a proper formula, and I was interested in the discussion here a few moments ago, because this involves interstate highways, and what the distinguished Senator from Massachusetts was discussing primarily was the urban problem, the problem involving the territory around the congested centers. There cannot be an interstate highway unless the highway goes somewhere, goes into another State. It matters not how much we

spend at a big city, if the highway goes no further, we have not solved the problem. The arguments the able Senator from Massachusetts makes in support of the formula to which he has addressed himself primarily are more pertinent to the urban provisions of the bill, and not to the interstate provisions, because if a road is not constructed to its destination across State lines, there is not an interstate system.

I will not take the time to go into it, but there was some discussion about how this interstate system was developed. A chart was submitted by the Bureau of Public Roads, and I have handed it to the Senators interested to show how the system was developed.

Mr. President, I must hurry on. In his letter the President indicated that he thought \$25,000,000 for access roads was more than was needed, and we have reduced it to \$10,000,000.

The other item which might be controversial—and I assume we will have to deal with it—is the provision written into the bill with reference to the secondary highway system. There are those who are objecting to the policies which have been written into the bill with reference to that system. Let me state what we are confronted with in respect to that.

In the very conception of the Federal-aid highway program the primary purpose was to build post roads.

Mr. WHERRY. Mr. President, will the Senator yield for one question?

Mr. McCLELLAN. Briefly; I do not have much time.

Mr. WHERRY. The \$70,000,000 is one item making up the reduction of one-hundred-and-twenty-some million dollars, is it not?

Mr. McCLELLAN. Yes, because it is new, and because every road to which it would apply is in the Federal and urban system.

Mr. WHERRY. What is the other item?

Mr. McCLELLAN. There are a number of items. We reduced the authorization for secondary roads by \$25,000,000. We reduced that for access roads by two or three million, and there are two or three other small reductions included in the \$120,000,000 figure.

Mr. BYRD. Mr. President, if the Senator will yield, will he state how much more this bill carries, as amended, compared with the expenditures for the past year?

Mr. McCLELLAN. For the past year there was a total of \$513,000,000 in authorizations, as I recall, and the pending bill, with the amendment which will be offered by the committee, will bring the amount for this year to \$628,500,000.

Mr. BYRD. There is actually an increase of \$112,000,000; is there not?

Mr. McCLELLAN. That is true, and let me say, in connection with that, although I want to hurry along because other Senators desire to speak, that it is shown that with the traffic increases upon our highways, and the road conditions due to our inability to carry out a satisfactory program, and to keep pace with the demands during the war, it would take today \$11,000,000,000 to place the primary highway system of

the Nation in a satisfactory condition, or a condition of development commensurate with the needs of the country, and would take about \$41,000,000,000 to put all the systems within the Federal highway group in a proper condition to meet the demands.

Mr. CHAVEZ. Mr. President, in order that the Senator from Virginia may not be confused, I may say that heretofore authorization bills have been for roads which are primary, secondary, and, of late, urban, but it happens now that all the authorization for other road items come within the pending bill, too. For instance, there are forest highways and forest roads.

Mr. BYRD. I understand that, but these figures are comparable. I have the same information the Senator from Arkansas has, showing that the present expenditure is \$513,500,000, but the pending bill provides for \$628,500,000.

I call the attention of the Senator from Arkansas to the tremendous increase in the money available for roads in the States. It has increased threefold since 1945, according to the figures I have. The States have available for highway expenditure three times as much as they had 5 years ago.

Mr. McCLELLAN. Mr. President, let me say a word in conclusion, with reference to the secondary-highway system. First, I want to correct an impression which was made here the other day that it was only the South that was here begging for something. The same condition of need for aid is found in all the Western States, and even as to those their representatives came asking the committee to go much further than it went in the direction of providing aid. The purpose is to try to get a little more money in the places where there has definitely been neglect, and as to which the road legislation, when it was initiated, was primarily intended to give the greatest service.

Mr. President, there is one other thing, in conclusion, to which I want to call attention, namely, subparagraph (b), on page 32 of the bill, where the committee has undertaken to meet any emergency situation by providing that—

In the event of a national emergency declared by the Congress or by the President, the Secretary of Commerce, notwithstanding other provisions of the law, may utilize any unexpended balances of the amounts authorized and apportioned under the Federal highway legislation for all of the cost of road projects certified as essential to the national defense, by any agency of the Government designated by the President to make such certification.

Mr. President, it may well develop that all these appropriations may not be controlled primarily by any formula at all as we go into the 2 years ahead of us. If that situation develops, the appropriations, or most of them, will be controlled, I am certain, by the certifications provided for.

Mr. STENNIS. Mr. President, I shall be very brief, but I do desire to call the attention of the Senate to the provisions of the bill with reference to the secondary highway funds.

It has been mistakenly stated on the floor of the Senate that the portion of

the bill having to do with secondary highways relates to roads capable of accommodating 15, 20, or 30 vehicles a day. That is entirely a mistake. The bill contains a protective provision under which before any project can be approved for Federal funds it has to clear through the Bureau of Public Roads in Washington. Of course, the Bureau is not going to accept any absurd plan involving the approval of projects unless the roads carry a reasonable amount of traffic. There exists a reasonable amount of safeguard.

In 1936 the Congress set up the farm-to-market road program, and practically every year since there has been additional legislation enacted in connection with that program. That was so in 1944 and also in 1948. But the hard facts are, Mr. President, that in many of the States far too much of this money has been spent, as a practical matter, in building a few miles of very high-priced roads. Therefore, the money is really not getting to the people for whom it was originally intended.

In speaking of the amendment, I am referring now to language, not to dollars. We ought to enact this language, or repeal the words "farm-to-market" and the words "rural-road routes and school-bus routes", because those words are a misnomer and are misleading to the people. I am not talking through my hat when I say that. I have before me the testimony of Mr. MacDonald, the man who perhaps knows more about this subject from a national standpoint than does anyone else. He testified before the committee that he thought far too much of this money had been going to expensive projects and that more of it ought to be channeled on down to other roads. I will read his exact words. I read from near the top of page 504 of the hearings before a subcommittee of the Committee on Public Works of the Senate:

Senator STENNIS. What was your observation, though?

Mr. MACDONALD. Personally, though, I would be very glad to see the use of the secondary funds largely limited to the roads under county jurisdiction or which have been taken over by the States since the 1944 act. That may not be very popular, but I think it is right.

Mr. MacDonald means that it might not be so very popular with some of the engineer departments in some of the States, but, he says, "I think it is right." Other evidence along the same line was given by the same witness. I do not have time to read more of it. Mr. D. C. Greer, president, American Association of State Highway Officials, agrees with Mr. MacDonald in that statement. Mr. Greer is an outstanding man. He is State highway engineer of the State of Texas. Mr. F. R. White, chief engineer, Iowa State Highway Commission, also agrees with Mr. MacDonald. Mr. White has done a very fine piece of work over a period of a quarter of a century. Mr. MacDonald's position is approved by the subcommittee that heard all the testimony. It is approved by the full committee. The argument is simply mistakenly made that the provision would

extend Federal aid to roads on which there is no traffic.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. STENNIS. I yield.

Mr. WHERRY. I do not want to interfere with the Senator in making his statement. I agree wholeheartedly with him on this particular point; but I should like to ask him one question. The Senator from Massachusetts [Mr. LODGE] presented an argument on the basis of a new formula for interstate highways, based primarily, I take it, on population. I should like to ask if any evidence was submitted by Mr. MacDonald or others, to the effect that interstate highways should participate on a basis other than that of population? It seems to me that if we are to have interstate highways to serve the United States of America from one coast to the other, the decision with respect to them must be arrived at on some different basis. Population may be included in the basis for selection.

Mr. STENNIS. There are other Senators far better prepared to speak on that subject than I am. I should like to make simply a closing remark. Then I will occupy no more time.

Mr. WATKINS. Mr. President, will the Senator yield?

Mr. STENNIS. I yield.

Mr. WATKINS. I ask the Senator from Mississippi if it is not true that when it comes to dollar expenditures in building rural roads, if the standards required are not of the expensive type, as suggested by the Bureau of Public Roads, we will have many more miles of road to serve more people at no greater cost?

Mr. STENNIS. The Senator from Utah is entirely correct. The Bureau of Public Roads has announced a policy of liberality with reference to these standards, because it wants to serve more people.

In deference to other Senators who desire to speak, I yield the floor.

Mr. HOLLAND. Mr. President, I see that only a few minutes remain, and I shall try to deal with a point which I think may have been troubling both the Senator from Nebraska and the Senator from Massachusetts. That has to do with just exactly what is involved in this \$70,000,000 proposed appropriation for the interstate system which came over from the House and still remains on a basis of 75 percent participation by Federal money and 25 percent by State money, and on a basis for distribution between States wholly on a population level, but it was changed in our committee to the traditional three-way distribution.

Mr. President, let me say in the first place that the interstate system has on it not a single mile of highway except mileage that is on either the primary-aid system in the several States or the urban-aid system. It does not have secondary system mileage, nor does it have mileage that does not appear on either the primary or the urban. Let me say that it is not chosen on the basis of population at all, but on the basis of linking up in a vital way, through trunk highways, which are to be arterial avenues of travel, all portions of the Nation,

and in the very nature of things much more of the mileage of the interstate system is through the large States of sparse population than through the small but congested States, and anyone who has a contrary idea simply has not looked at the map.

Let me say also, Mr. President, that if every mile of the urban system was on the interstate system there would still be a great preponderance of rural mileage on the interstate system.

For the information of the Senate, let me say that the whole urban system at the present time is composed of about 14,000 miles only, whereas the interstate system authorized by statutes passed by Congress is 40,000 miles, of which, I am advised, some 38,000 miles have already been selected and designated. So that if every mile of the urban mileage was on that interstate system—and it is not—the urban mileage would be greatly in the minority as compared with rural mileage on the interstate system. So, Mr. President, it seemed very clear to the Senate Committee on Public Works—and I think we were entirely together on this—that it was illusory to try to apply a population basis of distribution to appropriations for the interstate system, and that it would be entirely unfair to do so.

Now we are completely in accord with applying the population basis to the urban system as such, and that, of course, is set out in subsection (c) of section 4 of the Federal Highway Act of 1944, and if Senators are interested they may read it and see how it works out. But to apply the population basis of distribution to the interstate system would be entirely in error, and entirely illusory, and I do not see how anyone could ever have gotten his own consent to attempt to do that.

Mr. WATKINS. Mr. President, will the Senator yield?

Mr. HOLLAND. I should like to conclude, briefly, and then I shall be glad to yield.

Mr. President, the second point is that in trying to make this reduction the committee was unanimously of the opinion that the \$70,000,000 was by all means the first item to come off. Why? Because, first, every mile of the interstate system is already represented in the whole system which is the beneficiary of our appropriations, that is, it is either on the primary-aid system or on the urban system of the several States.

In the next place, we felt that the \$70,000,000 should come off because already in the authorizations as proposed by the bill we were stepping up—and I ask Senators to follow this—we were already stepping up materially the authorization for the primary-aid system from two hundred and two and a half million dollars as it now is, to two hundred and twenty-five million dollars, or twenty-two and a half million dollars, and we were stepping up, or proposing to step up, the authorization for the urban system from one hundred and twelve and a half million to one hundred and twenty-five million dollars, or twelve and a half million dollars, meaning a total of thirty-five million dollars a year

of increased authorizations for the primary and urban systems out of which all of the interstate system must come.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. HOLLAND. I yield.

Mr. WHERRY. All the super interstate highways would get the aid that would probably be given under this new formula.

Mr. HOLLAND. Certainly.

Mr. WATKINS. Mr. President, will the Senator yield?

Mr. HOLLAND. I yield.

Mr. WATKINS. Is it not true with respect to the interstate roads that if we divided the money on the population basis and distributed it in that way, many of the roads in the West, in the areas where there is no population at all, would never be built?

Mr. HOLLAND. I regret to say that that is the case.

Mr. LODGE. Mr. President, will the Senator yield?

Mr. HOLLAND. I yield.

Mr. LODGE. Is it not quite true that interstate roads may happen to go through thinly populated States, and the larger the population at either end of the roads, the more construction there will be in the thinly populated States, or in the desert between the populated areas?

The PRESIDING OFFICER. The hour of 1:30 having arrived, debate now is limited to 10 minutes on each amendment, to be equally divided between the proponent of the amendment and the chairman of the committee.

Mr. CHAVEZ. Mr. President, the chairman of the committee now submits committee amendment lettered "I."

The PRESIDING OFFICER. Another amendment already is pending.

Mr. WHERRY. Mr. President, a parliamentary inquiry: Let me suggest to the distinguished occupant of the Chair that the unanimous-consent agreement provides that debate be limited beginning at 1:30 p. m. Let me inquire whether the chairman of the committee feels a quorum call should be had at this time, so that all Senators will be on notice that we are about to begin to vote.

Mr. HOLLAND. Mr. President, I believe it was the chairman of the committee who offered the amendment in regard to the \$70,000,000 authorization.

The PRESIDING OFFICER. Let the Chair state that in the absence of unanimous consent to have a quorum call, the Senate must, under the previous agreement, proceed to consider the amendments. There is a pending amendment, namely, that of the Senator from Massachusetts; and in that connection the Senator from Massachusetts is recognized for 5 minutes at this time.

Mr. KERR. Mr. President, a point of order: I understood that the distinguished Senator from Massachusetts withdrew his amendment.

Mr. LODGE. No; I considered doing so, but I did not withdraw it, because I think the orderly way to deal with this matter is to have a vote taken on the question of including the formula, and to have it voted up or down.

The PRESIDING OFFICER. Under the unanimous-consent agreement, the Chair cannot recognize any Senator at this time except the Senator from Massachusetts.

Mr. KERR. Mr. President, I rise to a point of information or to propound a parliamentary inquiry.

Mr. LODGE. I ask the Senator to permit me to finish my sentence, please.

The PRESIDING OFFICER. Does the Senator from Massachusetts yield for the purpose stated?

Mr. LODGE. I would like to finish my sentence.

I shall begin it again, Mr. President: To my mind, the orderly way for us to proceed is to have a vote taken on the formula and vote it up or down. Thereafter we can vote on the question of cutting down the amount authorized in the bill, and we can do so in several different ways.

One way which is proposed would, as I gather, make most of the burden of the reduction come on the interstate highway. I understand that another method which is proposed would place the burden of the reduction more or less evenly.

So it seems to me that is the way for us to proceed; and I am glad that the amendment which I and other Senators are sponsoring is the pending question.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. WHERRY. Mr. President, I ask unanimous consent that the colloquy involving the question of procedure not be charged to either side, but that a quorum call be had, and that thereafter 10 minutes of debate be allowed on each amendment, following the quorum call, and when the Members of the Senate are on the floor.

The PRESIDING OFFICER. Is there objection?

Mr. KERR. Mr. President, reserving the right to object, do I correctly understand that in all other respects the unanimous-consent agreement heretofore in effect will remain in effect?

Mr. WHERRY. Oh, certainly.

The PRESIDING OFFICER. Is there objection to the unanimous-consent request propounded by the Senator from Nebraska? The Chair hears none. Without objection, it is so ordered; and the Clerk will call the roll for the development of a quorum.

The Chief Clerk called the roll, and the following Senators answered to their names:

Aiken	George	Langer
Anderson	Gillette	Leahy
Benton	Graham	Lehman
Brewster	Green	Lodge
Bricker	Gurney	Long
Bridges	Hendrickson	Lucas
Butler	Hickenlooper	McCarran
Byrd	Hill	McCarthy
Capehart	Hoey	McClellan
Chapman	Holland	McFarland
Chavez	Humphrey	McKellar
Connally	Hunt	McMahon
Cordon	Ives	Malone
Darby	Jenner	Martin
Douglas	Johnson, Colo.	Maybank
Dworschak	Johnson, Tex.	Millikin
Eaton	Johnston, S. C.	Morse
Ellender	Kefauver	Mundt
Ferguson	Kerr	Murray
Flanders	Kilgore	Myers
Frear	Knowland	O'Connor
Fulbright		Robertson

Russell	Stennis	Watkins
Saltonstall	Taft	Wherry
Schoeppel	Taylor	Wiley
Smith, Maine	Thye	Williams
Smith, N. J.	Tobey	Withers
Sparkman	Tydings	Young

The PRESIDING OFFICER. A quorum is present.

Has the Senator from Massachusetts finished his statement?

Mr. LODGE. Mr. President, I shall sum up the statement I previously made. I shall do so now for the benefit of the Members of the Senate who were not present at that time.

This is an amendment to insert into the bill a population formula for the allocation of funds for interstate highways. This formula was included in the bill as passed by the House of Representatives, and it applies only to the \$70,000,000 which is authorized for interstate highways. The interstate highway is a highway which runs from one urban center to another, and of course in so doing it goes through a great deal of country. U. S. No. 1, which runs from Maine to Florida, is an example of an interstate highway. It is a matter of national concern.

The growth of the population centers and the increase in traffic which has occurred in connection with their growth present a new problem in road construction, one which is not adequately met by the old formula we have had for primary and secondary roads. The existence of this new problem is recognized by this population formula, which was inserted in the bill as passed by the House of Representatives.

This is not simply a matter which interests the 18 States, although of course it affects them more directly; but it seems to me that it is a matter of national import and national advantage to have traffic flow easily in and out of these centers and along the interstate highways.

Mr. IVES. Mr. President, will the Senator yield?

Mr. LODGE. I yield.

Mr. IVES. I should like to inquire of the Senator from Massachusetts whether it is a fact that mileage itself has nothing whatever to do with the cost of highways. In the course of the debate, much has been made about the vast amount of mileage outside the cities and urban areas themselves. I believe the facts show that the cost of highways in cities is $8\frac{1}{2}$ times as great as the cost of highways outside of cities; so the matter of mileage has nothing whatever to do with the question of cost.

Mr. LODGE. I think the Senator has well stated that fact.

Mr. President, in the course of the debate, statement has been made by the Senator from New Mexico that he would move to strike out the entire \$70,000,000 allocation, in accordance with a letter from the President, pointing out the need of reducing nondefense spending. I am in favor of reducing nondefense spending, but I think the proposal to do so by means of striking out the entire \$70,000,000 allocation would, if adopted by the Senate, place an undue burden on the interstate highway.

It seems to me that the best procedure is, first, to vote on the pending

amendment, which deals with the formula, and then, having voted it up or down, we can confront the question of how we want to reduce nondefense spending on roads, in case we want to do that. That, I think, seems to be the argument on this amendment.

Mr. SALTONSTALL. Mr. President, will my colleague yield for a question?

Mr. LODGE. I yield.

Mr. SALTONSTALL. Is it not true, also, that the interstate highways, regarding which a change of formula is suggested, become relatively more important in an emergency than other types of roads? In other words, if we were to eliminate the \$70,000,000 entirely, we should be eliminating an item that is of great advantage in these difficult times—more so than some of the other items which, if reduced across the board, might effect a greater saving?

Mr. LODGE. I think it is true that it would be much more just and much more in the national interest to make a percentage cut on all types of road authorizations. Of course, wars have always been fought on and around and about roads. There is nothing of greater military significance than roads. The possibility of war being carried to civilian population centers makes the necessity of eliminating traffic hazards even more vital than it ever was before.

The VICE PRESIDENT. The Senator's time has expired.

Mr. CHAVEZ. Mr. President, the Senate should defeat the amendment of the Senator from Massachusetts for several reasons. In the first place, it would apply to the new item of \$70,000,000 which the Senate committee placed in the original bill. In view of the President's letter, and as a result of the unpleasantness in Korea, the committee is submitting to the Senate an amendment to eliminate the \$70,000,000; hence there is no particular reason to have a formula, if there is no money to be spent under it.

Second, the Senator from Massachusetts is discussing urban problems only. He talks about population. It is true Boston has a large population and that New York has a large population; but without a road between New York and San Francisco there could not be an interstate system. We are allowing \$125,000,000 for urban roads and the distribution of that urban road money is based upon population. The interstate highway money originally proposed to be authorized is based on the formula which has been in existence since the time of the passage of the original bill, in 1916.

Mr. McCLELLAN. Mr. President, will the Senator yield?

The VICE PRESIDENT. Does the Senator from New Mexico yield to the Senator from Arkansas?

Mr. CHAVEZ. I yield.

Mr. McCLELLAN. Is it not true that the urban road program calls for an authorization of money to be allocated on the basis of population, and that all the remarks of the able Senator from Massachusetts addressed to the subject are pertinent to urban roads?

Mr. CHAVEZ. That is correct.

Mr. McCLELLAN. But they are not pertinent to interstate highways which connect cities.

Mr. CHAVEZ. That is correct.
Mr. McCLELLAN. That calls for a difference in the formula.

Mr. CHAVEZ. If a person resided in Washington, how could one go from Washington to Baltimore if there were no road crossing the District line into Maryland? As a practical proposition, if the amendment offered by the Senator from Massachusetts should prevail, then the Senate should retain the \$70,000,000. The States would lose under that system; it would not be urban, but interstate. Among the States that would lose are Alabama, Arizona, Arkansas, Colorado, Georgia, Idaho, Iowa, Kansas, Kentucky, Maine—even Maine—Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, South Carolina, South Dakota, Tennessee, Texas—Tennessee would lose \$1,380,000, Texas would lose \$3,214,000—Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

If the Senate wants to adopt that system, and to say that it is necessary to protect the urban population, which is now being protected under this bill, rather than to protect the interstate system of highways, it is up to the Senate. But I hope the amendment will be defeated.

The VICE PRESIDENT. The question is on the amendment offered by the Senator from Massachusetts [Mr. LODGE] for himself and other Senators.

Mr. LODGE. I ask for the yeas and nays.

The yeas and nays were ordered, and the Chief Clerk called the roll.

Mr. MYERS. I announce that the Senator from California [Mr. DOWNEY] is necessarily absent.

The Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] are absent on public business.

The Senator from Washington [Mr. MAGNUSON], the Senator from Wyoming [Mr. O'MAHONEY], the Senator from Oklahoma [Mr. THOMAS], and the Senator from Utah [Mr. THOMAS] are detained on official business.

The Senator from Florida [Mr. PEPPER] is detained on official business conducting hearings as chairman of a subcommittee of the Committee on the District of Columbia, and if present would vote "nay."

I announce further that if present and voting, the Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], the Senator from Washington [Mr. MAGNUSON], the Senator from Wyoming [Mr. O'MAHONEY], the Senator from Oklahoma [Mr. THOMAS], and the Senator from Utah [Mr. THOMAS] would vote "nay."

Mr. SALTONSTALL. I announce that the Senator from Washington [Mr. CAIN] and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The result was announced—yeas 27, nays 58, as follows:

YEAS—27

Alken	Bridges	Ferguson
Benton	Capehart	Flanders
Bricker	Douglas	Frear

Green
Hendrickson
Ives
Jenner
Knowland
Leahy

Lehman
Lodge
Lucas
McMahon
Martin
Myers

O'Connor
Saltonstall
Smith, N. J.
Taft
Tobey
Williams

NAYS—58

Anderson
Brewster
Butler
Byrd
Chapman
Chavez
Connally
Cordon
Darby
Donnell
Dworshak
Eaton
Ellender
Fulbright
George
Gillette
Graham
Gurney
Hickenlooper
Hill

Hoey
Holland
Humphrey
Hunt
Johnson, Colo.
Johnson, Tex.
Johnston, S. C.
Kefauver
Kem
Kerr
Kilgore
Langer
Long
McCarran
McCarthy
McClellan
McFarland
McKellar
Malone
Maybank

Millikin
Morse
Mundt
Murray
Robertson
Russell
Schoeppel
Smith, Maine
Sparkman
Stennis
Taylor
Thye
Tydings
Watkins
Wherry
Wiley
Withers
Young

NOT VOTING—11

Cain
Downey
Eastland
Hayden

Magnuson
Neely
O'Mahoney
Pepper

Thomas, Okla.
Thomas, Utah
Vandenberg

So Mr. LODGE's amendment, offered for himself and other Senators, was rejected.

The VICE PRESIDENT. The Chair understands that the Senator from New Mexico, the chairman of the committee, has a series of amendments in the nature of committee amendments, and they should first be disposed of.

Mr. CHAVEZ. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The VICE PRESIDENT. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 13, line 10 it is proposed to strike out "\$200,000,000" and insert in lieu thereof "\$175,000,000."

Mr. DOUGLAS. Mr. President, I offer a substitute—

The VICE PRESIDENT. Will the Senator wait a moment? Does the Senator from New Mexico wish to be recognized on this amendment?

Mr. CHAVEZ. I do.

The VICE PRESIDENT. The Senator from New Mexico is recognized for 5 minutes.

Mr. CHAVEZ. Mr. President, this amendment reduces the item of \$200,000,000 for the secondary roads, as it now appears in the bill, to \$175,000,000, amounting to a reduction of \$25,000,000. The reduction is offered, together with other reductions which will be taken care of by other amendments, in view of a letter written by the President to the committee several days ago suggesting that the committee consider reducing the amount by \$120,000,000. By accepting this amendment and the other amendments which will be submitted, the Senate will have reduced the amount of the bill by \$120,000,000. This is being done not for the reason that the committee did not feel that roads were needed, that the money could not be well spent, and that it was unnecessary to continue the program, but, because of the Korean situation as we now know it, the committee is recommending this amendment.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. SALTONSTALL. Will the Senator tell me if I am correct when I say that there is at the present time \$200,000,000 for secondary roads that is not under contract? In other words, has the Commissioner of Public Roads available \$200,000,000 at the present time which is not under contract for secondary roads?

Mr. CHAVEZ. I believe the information of the Senator from Massachusetts is not correct, but I shall be glad to answer the Senator more fully a little later.

Mr. SALTONSTALL. I bring it up because it involves the question as to how much we should cut on secondary roads in comparison with other roads.

Mr. CHAVEZ. Will the Senator propound his question again, if he will be so kind?

Mr. SALTONSTALL. Mr. President, my question is, Is there in the hands of the Commissioner of Public Roads, available for contract, \$200,000,000 for secondary roads that is not under contract?

Mr. CHAVEZ. My understanding is that that is for the fiscal year 1951, but this authorization is for 1952 and 1953.

Mr. SALTONSTALL. That is correct; but, certainly, with \$200,000,000, we can consider that figure in connection with the reduction in 1952 and 1953.

Mr. CHAVEZ. Of course it can be considered, but if the Senator will investigate a little further he will find that the \$200,000,000 about which he is speaking will all be taken up by the States and the Bureau of Public Roads within the period of 1951.

Mr. WHERRY. Mr. President, will the Senator yield for a question?

Mr. CHAVEZ. I yield.

Mr. WHERRY. I think now that the Senate is ready to vote we should be informed what the effect of the amendments would be. I refer to the amendments which the chairman expects to offer and which would bring about a reduction of \$120,000,000. I understand the \$70,000,000 refers to the amount allocated for a new interstate highway. I understand that we are to vote on that figure.

Mr. CHAVEZ. I shall be glad to give the Senator an explanation.

Mr. WHERRY. Does the \$25,000,000 refer to secondary roads?

Mr. CHAVEZ. That is correct.

Mr. WHERRY. The \$25,000,000 reduction refers to secondary roads?

Mr. CHAVEZ. Yes.

Mr. WHERRY. What would the figure be with reference to interstate highways?

Mr. CHAVEZ. The next reduction would be \$70,000,000 for such highways.

The VICE PRESIDENT. Senators and others will please discontinue this buzzing noise at the right and left of the Senate Chamber. It is utterly impossible to transact business in the midst of all this confusion.

Mr. CHAVEZ. The \$125,000,000 is made up as follows: \$25,000,000 from the secondary roads item; \$70,000,000 from the interstate highway item; \$4,000,000 from the Indian roads item; \$2,000,000 from the emergency funds item; \$2,000,000 from the Inter-American Highway item; \$2,000,000 from the Rama Road

item; and \$15,000,000 from the item for access military roads.

Mr. WHERRY. The question of the formula which was raised by the Senator from Massachusetts [Mr. Lodge] applies only to the \$70,000,000, which is a new allocation for interstate highways?

The VICE PRESIDENT. The Senator's time has expired.

Mr. WHERRY. Mr. President, in view of the fact that the mover of the amendment is giving this information to the Senate, could 5 minutes more be granted to him from time allotted to the opposition?

The VICE PRESIDENT. The agreement did not make provision for it, but the Chair will take the bull by the horns and recognize the Senator from Nebraska.

Mr. WHERRY. I think it shows a great deal of wisdom on the part of the Chair to do so, because in the next 5 minutes we should get all the information we can. With the vote on the formula out of the way there is no question of a formula involved in the remainder of the amendments to be offered. It is merely a question of whether we wish to cut the authorizations in the sum of \$120,000,000.

Mr. CHAVEZ. That is correct.

Mr. WHERRY. The first amendment to be offered deals with the secondary highway system, and it is proposed to cut the figure by \$25,000,000?

Mr. CHAVEZ. Yes. It is the difference between the House figure and the Senate figure. The House allowed \$150,000,000. The Senate committee originally suggested \$200,000,000. By this amendment the amount would be reduced to \$175,000,000.

Mr. KNOWLAND. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. KNOWLAND. On that point, Mr. President, I think the Senate should have as much information as possible in order to vote intelligently on the amendment. Could the Senator indicate in each instance what the allocated amount is in the present year?

Mr. CHAVEZ. Yes.

Mr. KNOWLAND. We should like to know what the actual amounts are this year.

Mr. CHAVEZ. I will give the amounts item by item for the information of Senators. The 1948 authorization act provided \$202,500,000 for primary roads. The bill as passed by the House provided \$225,000,000. The Senate committee recommended \$225,000,000.

Secondary: Current authorization, \$135,000,000. Passed by the House, \$150,000,000. The Senate committee recommended \$175,000,000.

Urban: 1948 act, \$112,500,000.

Mr. KERR. Mr. President, will the Senator yield?

Mr. CHAVEZ. Yes.

Mr. KERR. The amendment does not effect an increase, but actually decreases the amount as reported by the committee. It decreases the amount from \$200,000,000 to \$175,000,000.

Mr. CHAVEZ. That is correct.

Mr. HENDRICKSON. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. HENDRICKSON. Is it not true that the appropriation for the past 2 years has been \$135,000,000?

Mr. CHAVEZ. That is correct.

Mr. HENDRICKSON. When we need so much money for defense and security, why is it necessary at this time to appropriate \$175,000,000?

Mr. CHAVEZ. Because the committee felt that not only was \$175,000,000 justified, but they felt justified in recommending \$200,000,000. However, in view of the unpleasantness which the Senator from New Jersey has in mind, the committee reduced the item by \$25,000,000.

Mr. WATKINS. Is it not also correct to say that road building costs have advanced tremendously compared to the costs of other years?

Mr. CHAVEZ. Almost as much as groceries.

Interstate system: That is out of the way.

Forest highways: The current authorization, the amount passed by the House, and the amount recommended by the Senate are the same, \$20,000,000.

Forest roads and trails: In the 1948 act \$17,500,000 was provided. The bill as passed by the House contains \$17,500,000. The Senate committee recommended \$20,000,000.

Park roads and trails: \$10,000,000. That is the amount in the 1948 act, in the House bill, and as recommended by the Senate committee.

Parkways: Current authorization, \$10,000,000. As passed by the House, \$13,000,000. The Senate kept the \$13,000,000.

Indian roads: \$6,000,000 according to the 1948 act. The House bill provides for \$6,000,000. The Senate committee recommended \$10,000,000. By committee amendment the \$10,000,000 would be cut to \$6,000,000.

Emergency fund: We did not have the emergency fund in 1948. As passed by the House we would have \$10,000,000. The Senate committee amendment now reduces the recommended \$10,000,000 to \$8,000,000.

Inter-American Highway is a new item, which was recommended on the basis of investigations. The Bureau of the Budget had approved \$10,000,000. The Senate committee recommended \$8,000,000. In view of the letter we reduced the amount by \$2,000,000, to \$6,000,000.

Access roads: The Senate committee thought the amount was absolutely necessary. It was not done in a hurry or emotionally. After we heard the Army engineers and national defense officials we felt justified in recommending \$25,000,000. The President said he thought it was a little too much. We cut it down to \$10,000,000.

Mr. DOUGLAS. Mr. President, I wish to offer a substitute amendment on behalf of the junior Senator from New Jersey [Mr. HENDRICKSON] and myself. The amendment would strike out the figure "\$175,000,000" on line 10, page 13, of the committee amendment, and substitute the figure "\$75,000,000."

Mr. SALTONSTALL. Mr. President, a parliamentary inquiry.

The VICE PRESIDENT. The Senator will state it.

Mr. SALTONSTALL. If either the amendment offered by the Senator from Illinois or that offered by the Senator from New Mexico should be agreed to, what would be the effect of a 10-percent across-the-board amendment later on if it should be offered? Would a 10-percent cut across the board be effective when a committee amendment has been amended and that amendment has been agreed to?

The VICE PRESIDENT. Does the Senator inquire as to the legal effect of the amendment?

Mr. SALTONSTALL. I meant to inquire as to the parliamentary situation.

The VICE PRESIDENT. The Senator's question is not precisely a parliamentary question. However, the Chair is glad to give the Senator the benefit of his opinion. A 10-percent across-the-board cut, if such an amendment were agreed to, would affect all items in the bill as they were at the time the 10-percent amendment was offered.

Mr. SALTONSTALL. I do not believe I made my question clear. A 10-percent cut across the board might be a further amendment to the pending amendment, and would that be an amendment in the second degree, and not effective?

The VICE PRESIDENT. It is the Chair's opinion that it would be effective as to this item, just as it would be effective if the item had not been amended at all. If a 10-percent cut across the board is agreed to, it affects the appropriation bill as it is at the time the 10-percent amendment is offered.

Mr. SALTONSTALL. Even though a special item has already been amended?

The VICE PRESIDENT. Yes, unless the 10-percent amendment exempted the items which had already been dealt with.

Mr. SALTONSTALL. My point is that such an amendment would be in order even if the amendment of the Senator from New Mexico or the amendment of the Senator from Illinois should be agreed to.

The VICE PRESIDENT. The amendment would be in order as applicable to all the items in the bill.

Mr. DOUGLAS. Mr. President—

The VICE PRESIDENT. The Senator from Illinois is recognized for 5 minutes.

Mr. DOUGLAS. I think we should get a view of the general situation of which these specific amendments are merely parts.

A few weeks ago we voted to appropriate for the fiscal year 1950-51 \$385,000,000 for aid to the States for road purposes. The committee in its report recommended total appropriations of \$620,000,000, which is now reduced to the figure originally suggested by the Bureau of the Budget—namely, to a total of \$500,000,000—to throw the major portion of the cut, or \$70,000,000 or 100 percent on interstate highways, and made a cut of only \$25,000,000 or only 12 percent on secondary highways.

Mr. KERR. Mr. President, will the Senator yield?

Mr. DOUGLAS. I have only 5 minutes, and I should like to complete my argument, if I may.

The amendment which the junior Senator from New Jersey and I are offering is only one of a series which I intend to offer, which would cut the total authorizations for primary, secondary, urban, and interstate highways, to \$310,000,000, and effect a total saving of \$190,000,000 from the present figure of the committee for these purposes. I shall then offer other amendments to other items in the bill which will amount to savings of about \$40,000,000.

It seems to me that in view of the very serious military and financial situation in which the country is placed, we should not spend as much money on Federal aid for roads during 1951-52 as we appropriated for the current year. We can look forward to a very hard future. Yet, the proposal of the committee for \$500,000,000 is an increase of \$115,000,000 above the current appropriations, or an increase of 30 percent. The amendments which we intend to offer would effect a total reduction of \$75,000,000 below the pending bill, or a little less than 20 percent.

Mr. KNOWLAND. Mr. President, will the Senator from Illinois yield?

Mr. DOUGLAS. I yield to the Senator from California.

Mr. KNOWLAND. I should like to ask the Senator from Illinois if it is not his judgment that, based on the added cost of the defense program, the \$5,000,000,000 tax bill being presented by the Finance Committee either this afternoon or tomorrow is just a drop in the bucket compared to the new taxes we will have to levy on the American people, for undoubtedly it will be at least twice that amount to hold even with our present deficit, and unless we double the taxes, and perhaps impose an excess-profits tax to boot, we will not be keeping even.

Mr. DOUGLAS. I agree with the Senator from California. It seems to me that at the moment we can look forward to added military expenditures of at least \$10,000,000,000 a year, and possibly even \$15,000,000,000. That is the first point I want to make. The second is that in preparing the amendments we have made more severe cuts in the secondary-road appropriations than in the interstate- and urban-road figures, for the reason that, whatever case can be made for secondary roads, it is, to my mind, much less pressing than the case for primary roads or interstate roads, because in their nature the secondary roads will either be feeder roads or local roads running out from county seats, and therefore of much less importance nationally than primary roads.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. DOUGLAS. I yield.

Mr. SALTONSTALL. The fact that \$200,000,000 is available now for secondary roads not under contract would be an added argument, would it not, for cutting this amount to \$75,000,000?

Mr. DOUGLAS. That is my view. I thank the Senator from Massachusetts for furnishing this additional argument.

Mr. President, it is always hard to cut, but we must make a beginning somewhere, and I hope very much we can make the reduction proposed.

Let me say that this does not mean stopping the road-building program, because, of the three and a half billion dollars which is spent annually on public roads, only about \$400,000,000, or less than 15 percent, comes from the Federal Government at the present time. The main portion of the roads now being constructed are State and local roads, and that would still continue to be the case. The States and localities are, as a matter of fact, in better financial condition than is the Federal Government. The proposal is merely one to reduce Federal expenditures on roads, in view of the grave financial condition in which the Federal Government is placed.

Mr. WHERRY. Mr. President, will the Senator from Illinois yield?

Mr. DOUGLAS. I yield to the Senator from Nebraska.

Mr. WHERRY. I ask this question in all seriousness: Would the Senator extend the cut to the same type of roads outside the United States?

Mr. DOUGLAS. Yes; I am going to propose reductions in those appropriations, too. If the Senator is fearful of my orthodoxy on this point, I say to him that I am going to propose a cut in the appropriations for the Inter-American Highway.

Mr. WHERRY. What about ECA roads?

Mr. DOUGLAS. I am not aware that ECA is involved.

Mr. WHERRY. It certainly is. There are the same type of roads involved.

Mr. DOUGLAS. The Senator reminds me of Mr. Dick in Dickens' novel, *David Copperfield*. Mr. Dick could never discuss any subject without his bringing up the subject of King Charles' head. I no sooner rise to propose an amendment than the Senator from Nebraska brings up the ECA. That is his equivalent of King Charles' head.

The VICE PRESIDENT. The time of the Senator from Illinois has expired.

Mr. CHAVEZ. Mr. President, I wish to say only that the Senator from Illinois appears to have it in for any roads which do not take care of big cities like Chicago. Let me tell the Senator from Illinois that we might cut out the whole \$275,000,000, but I would not like to think of what would happen to some big cities if there were not the interstate roads and primary roads. They are the ones which, after all, make the big cities. Of course, we can cut. The Senator from Illinois uses another argument, that the appropriation for the 1951 item for roads is only three-hundred-and-some-million dollars. But the authorization is \$450,000,000. This bill does not appropriate any money.

Mr. HENDRICKSON. Mr. President, will the Senator yield?

Mr. CHAVEZ. Not for the moment.

The VICE PRESIDENT. The Senator declines to yield.

Mr. CHAVEZ. The pending bill only authorizes a certain appropriation, not for this year, but for 1952-53. Of course, if later the Congress does not want to appropriate the money which the bill authorizes, it can cut the appropriation down two or three hundred million dollars, and I am sure that if there is any

emergency the Congress will do its duty, as it always has done.

Let me say once more that if we stop the construction of the proposed roads, we punish the people who work in the country, and there will not be any United States for the Senator—

Mr. DOUGLAS. Mr. President, will the Senator yield?

Mr. CHAVEZ. No; I do not yield. I yield the remainder of my time to the Senator from Oklahoma.

Mr. KERR. Mr. President, in order to clear up one question, with reference to the unused part of the present allocations, asked by the distinguished Senator from Massachusetts, when he inquired about the \$244,000,000 unexpended, let me say that the record shows that \$78,000,000 of that is for primary, \$80,000,000 for secondary, and \$86,000,000 for urban roads. The amount is unexpended only because it has not been contracted for, and not been utilized, but the information is that it will be.

The statement has been made by the distinguished Senator from Illinois that appropriations or authorizations for 1951 should be less than those for 1943, and that in spite of the fact that the use of the highways is up 25 percent for the fiscal year for which these authorizations are made, as compared with what it was in 1943.

He has attacked the secondary road authorization, which is the authorization which provides all that the Federal Government will provide for farm-to-market roads and roads off the primary system.

Mr. President, the entire system of Federal aid for highways is based on the provision in the Constitution that Congress shall have the power to establish post offices and post roads. The original legislation provided:

Be it enacted, etc., That the Secretary of Agriculture is authorized to cooperate with the States, through their respective State highway departments, in the construction of rural roads.

The part of the bill we are considering goes to the farming areas of the Nation. This is the portion of the bill that goes to that part of the Nation upon which the economy of the entire Nation rests. Mr. President, the greatest tragedy that could happen to the bill would be to make a drastic cut in the authorization for the roads in the rural areas.

Mr. AIKEN. Mr. President, will the Senator yield for a question?

Mr. KERR. I yield.

Mr. AIKEN. Would not the effect of the adoption of an amendment providing for a large cut in the appropriation be to relieve the very wealthy States of the Union of a part of the cost of building our roads which they have borne, and throw that burden back onto the poorer States of the Union?

Mr. KERR. Onto the rural areas of the Nation. But in response to the Senator I would say that every State receiving an allocation from this authorization pays annually to the Federal Government more money in road-user taxes than will come back to it even under the increased authorization.

Mr. AIKEN. Would not the effect of the amendment providing for a large cut

be to relieve the wealthier States and place a greater part of the burden on the poorer States?

Mr. KERR. Indeed, it would, and I am amazed that the representatives of the great industrial areas of the Nation are seeking to cut the heart out of this bill insofar as the rural areas are concerned. Their progress, Mr. President, and their prosperity is as much dependent upon those areas which will be assisted under this authorization as are the areas themselves.

The VICE PRESIDENT. The time of the Senator from Oklahoma has expired.

The question is on agreeing to the amendment offered by the Senator from Illinois [Mr. DOUGLAS], for himself and the Senator from New Jersey [Mr. HENDRICKSON], to the amendment of the Senator from New Mexico [Mr. CHAVEZ], on page 13, line 10, to strike out "\$175,000,000" and insert "\$75,000,000."

Mr. DOUGLAS. Mr. President, a parliamentary inquiry.

The VICE PRESIDENT. The Senator will state it.

Mr. DOUGLAS. I should like to inquire whether it would be a violation of the rules of debate if I pointed out that I also intended to cut the appropriation for the urban roads.

The VICE PRESIDENT. It is not a violation of the rules.

Mr. KERR. Mr. President, would it be a violation of the rules if the Senator said he intended to cut them, or offered an amendment that they be cut?

The VICE PRESIDENT. The question is on agreeing to the amendment of the Senator from Illinois to the amendment of the Senator from New Mexico.

Mr. DOUGLAS. On that question I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. AIKEN. Mr. President, are we voting on the amendment offered by the Senator from Illinois?

The VICE PRESIDENT. Yes.

The Secretary will call the roll.

The legislative clerk called the roll.

Mr. MYERS. I announce that the Senator from California [Mr. DOWNEY] is necessarily absent.

The Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] are absent on public business.

The Senator from Kentucky [Mr. CHAPMAN], the Senator from Wyoming [Mr. HUNT], and the Senator from Oklahoma [Mr. THOMAS] are detained on official committee business.

The Senator from Tennessee [Mr. KEFAUVER], and the Senator from Washington [Mr. MAGNUSON] are detained on official business.

I announce further that if present and voting, the Senator from Kentucky [Mr. CHAPMAN], the Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], the Senator from Washington [Mr. MAGNUSON], the Senator from West Virginia [Mr. NEELY], and the Senator from Oklahoma [Mr. THOMAS] would vote "nay".

Mr. SALTONSTALL. I announce that the Senator from Washington [Mr. CAIN] and the Senator from Michigan

[Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Vermont [Mr. FLANDERS] is necessarily absent.

The Senator from Maine [Mr. BREWSTER], the Senator from South Dakota [Mr. GURNEY], and the Senator from Nevada [Mr. MALONE] are detained on official business. If present and voting, the Senator from Nevada [Mr. MALONE] would vote "nay."

The Senator from New Hampshire [Mr. TOBEY] is detained on official business of the Committee on Crime Investigation.

The result was announced—yeas 26, nays 54, as follows:

YEAS—26

Benton	Frear	Martin
Bricker	Hendrickson	O'Connor
Bridges	Ives	Robertson
Butler	Jenner	Saltonstall
Byrd	Knowland	Smith, N. J.
Capehart	Lehman	Taft
Douglas	Lodge	Tydings
Eaton	Lucas	Williams
Ferguson	McMahon	

NAYS—54

Aiken	Humphrey	Mundt
Anderson	Johnson, Colo.	Murray
Chavez	Johnson, Tex.	Myers
Connally	Johnston, S. C.	O'Mahoney
Cordon	Kern	Pepper
Darby	Kerr	Russell
Donnell	Kilgore	Schoeppel
Dworshak	Langer	Smith, Maine
Ellender	Leahy	Sparkman
Fulbright	Long	Stennis
George	McCarran	Taylor
Gillette	McCarthy	Thomas, Utah
Graham	McClellan	Thye
Green	McFarland	Watkins
Hickenlooper	McKellar	Wherry
Hill	Maybank	Wiley
Hoey	Millikin	Withers
Holland	Morse	Young

NOT VOTING—16

Brewster	Gurney	Neely
Cain	Hayden	Thomas, Okla.
Chapman	Hunt	Tobey
Downey	Kefauver	Vandenberg
Eastland	Magnuson	
Flanders	Malone	

So the amendment offered by Mr. DOUGLAS for himself and Mr. HENDRICKSON to Mr. CHAVEZ' amendment was rejected.

Mr. BYRD. Mr. President, I offer an amendment to reduce this item from \$175,000,000, as contained in the amendment of the Senator from New Mexico, to \$135,000,000. That will provide exactly the amount the secondary roads are receiving for the year 1951.

I wish to say, in reference to my vote for the amendment offered by the Senator from Illinois [Mr. DOUGLAS] to the amendment of the Senator from New Mexico, I do not think I have ever cast a vote to reduce the authorization for an item in which I have been more interested throughout my entire public career. I have been very deeply interested in secondary roads. I was elected a State senator in Virginia as an advocate of the improvement of the farm-to-market roads. I served for 10 years as chairman of the road committee of the Virginia State Senate. My colleague, the junior Senator from Virginia [Mr. ROBERTSON] and I were patrons of the legislation which established the first State highway in Virginia. When I was elected Governor of Virginia, one of the main features of my platform was the improvement of the farm-to-market roads.

However, Mr. President, I feel it is absolutely imperative that we reduce all possible expenses, in view of the present emergency confronting us. We must not overlook the fact that when we began World War I, we had a debt of \$1,000,000,000; when we began World War II, we had a debt of \$50,000,000,000; and now we have a debt of \$260,000,000,000, with another war appearing on the horizon.

So I was compelled to vote as I did on the amendment proposed by the Senator from Illinois to the amendment of the Senator from New Mexico. I wish to have the Senator from New Mexico know that I am a farm-to-market-road man, and have been all my life. However, I think it is necessary that authorizations for the things in which we are interested should be cut, as well as the authorizations for the things in which we are not interested.

I have heard so many Members of the Senate say, "I am for economy, but—" They stop at "but"; they favor economy in the case of other things, but not in the case of the things in which perhaps they are very much interested.

Mr. President, we must have economy straight down the line if we are to save the fiscal solvency of the Government of the United States.

The administration already has asked for \$57,000,000,000 for this year; and I predict that before this fiscal year is over, the administration will ask for \$60,000,000,000 or \$70,000,000,000 or perhaps \$75,000,000,000. That figure is not pulled out of the air; I have reason to believe that will be the figure finally requested in this fiscal year.

Mr. ROBERTSON. Mr. President, will my colleague yield?

Mr. BYRD. I yield.

Mr. ROBERTSON. Is it not a fact that when we pass a road-authorization bill, we are actually passing an appropriation bill, because we authorize the Bureau of Roads to allocate in advance and to make moral commitments which the Appropriations Committee then is under an obligation to ratify legally?

As I understand the senior Senator from Virginia, he has said that now we are about to vote for secondary roads what amounts to an appropriation—and to do so in a period of crisis which may eventuate in calling for the use of all our productive enterprises for our defense—equal to the amount being spent for secondary roads this year, which was presumed to be a peacetime year.

Mr. BYRD. Mr. President, I wish to call attention to the fact that State expenditures for highways have been increased from \$83,000,000 in 1945 to more than \$3,000,000,000. The Federal Government is putting up 15 percent of the total cost of road construction in this country. I think it is time for the States to undertake to do their part of this work; and they can do it, for nearly every State of the Union has a balance in its treasury.

So I offer this amendment on behalf of myself and the Senator from New Hampshire [Mr. BRIDGES]. If the amendment is adopted, the amount provided for this purpose for the fiscal year 1951 will not be reduced by \$1, in making

the authorization for the coming fiscal year.

Despite the fact that I am entirely in favor of aiding and improving the farm-to-market roads, I think a \$40,000,000 reduction, which would not reduce the current rate of spending, should be made in this item. This would continue this item at \$135,000,000 a year. This amount would be the same as the authorization item carried for this purpose in the bill for the present fiscal year, instead of the \$175,000,000 which has been recommended by the committee.

Mr. BRIDGES. Mr. President, will the Senator yield to me?

Mr. BYRD. I yield.

Mr. BRIDGES. Mr. President, how much time is available?

The VICE PRESIDENT. The time of the Senator from Virginia has expired.

Mr. BYRD. Mr. President, the Senator from New Hampshire is a copatron of the amendment. I ask unanimous consent that an additional minute be made available, inasmuch as I did not realize I had used all the 5 minutes.

Mr. CHAVEZ. Mr. President, I yield 1 minute to the Senator from New Hampshire.

The VICE PRESIDENT. The Senator from New Hampshire is recognized for 1 minute.

Mr. BRIDGES. I thank the Senator very much.

Mr. President, the distinguished Senator from Virginia [Mr. BYRD] and I, in offering this amendment, are trying to hit at the heart of the problem which faces the Senate in connection with authorization bills, because it is so difficult for the Appropriations Committee to make cuts after an authorization has been made; and, furthermore, so many persons, including some Senators, regard an authorization as an obligation to make a corresponding appropriation.

I think this amendment is in line with today's thinking in regard to defense matters, and, in my judgment, the adoption of the amendment will not result in working a hardship on anyone. It seems to me that the amendment is a sound one, and should be supported.

Mr. CHAVEZ obtained the floor.

Mr. HENDRICKSON. Mr. President, will the Senator yield 1 minute to me?

Mr. CHAVEZ. I should be very glad to do so, but I simply cannot, for I have only 4 minutes remaining, and I must yield to other Senators on our side of this question.

Mr. President, everyone agrees with the Senator from Virginia that we should be careful about these matters. It was for that reason that the committee recommended a cut, and did not go further in recommending authorizations.

From taxes which pay for the items for roads, the Government obtains a revenue of approximately \$1,250,000,000. The recommendations of the committee amount to only \$628,000,000.

By the committee amendment we increase the amount of the current authorization by only \$40,000,000. Would the Senator from Virginia state to the Senate now that the cost of constructing a road anywhere would be the same today as it was in 1943? Of course no

Senator would say that the costs today are the same.

So I hope the Senate will go along with the figure submitted and recommended by the committee.

Mr. President, I yield the remainder of my time to the Senator from Oklahoma [Mr. KERR].

Mr. KERR. Mr. President, I was interested in the remarks of the distinguished Senator from Virginia [Mr. BYRD], for whom I have a great regard—that he had heard many Senators say that they were in favor of economy, “but.”

Mr. President, I have heard many men say they were in favor of rural farm-to-markets roads, “but.” I wish to congratulate the Senator from Virginia on his great record of running for office on a program of building more farm-to-market roads. I, too, ran for office on the same program. The difference seems to be that I believe we should do something about it.

Mr. BYRD. Mr. President, if the Senator from Oklahoma will go to Virginia, he will see that we have done something about it, too. We have good roads.

Mr. KERR. Mr. President, in response to a question from his colleague, the Senator from Virginia said that in voting on this authorization bill the Senate will in effect be voting on an appropriation bill; and the Senator said that if this amount is authorized now, it will subsequently be appropriated. Yet I believe he was joint author of an amendment recently which cut all appropriations, including those for public roads, by 10 percent.

Mr. BYRD. Mr. President, the Senator is mistaken. It does not apply to roads. As a Federal grant, it was excluded from the 10-percent reduction.

The VICE PRESIDENT. Is the Senator from Oklahoma yielding to the Senator from Virginia?

Mr. KERR. Under coercion, Mr. President, by reason of the cooperation of the Chair, not by reason of any volition on the part of the Senator from Oklahoma. [Laughter.]

The VICE PRESIDENT. The Senator has absolute control of the time he has, while he is on his feet, and he does not have to yield unless he wants to. The Chair is trying to protect the Senator from Oklahoma.

Mr. KERR. I appreciate the remarks of the Chair, even though they are made at the expense of the time of the Senator from Oklahoma. [Laughter.]

The VICE PRESIDENT. The Chair will yield to the Senator enough time to make up for what the Chair has taken.

Mr. KERR. Mr. President, the emergency which confronts the Nation makes a greater demand upon us for roads, not less. We have a greater use of the highways, not less. We have a higher cost of roads, not less. I remind Senators that of the \$1,300,000,000 road-user tax paid into the Federal Treasury, farmers of the Nation pay between 26 and 30 percent of it. They surely do not get that percentage of the allocation of road money in return. I submit that the amendment should be voted down, and

that the amendment of the committee fixing the figure at \$175,000,000 should be approved.

The VICE PRESIDENT. The question is on the amendment offered by the Senator from Virginia [Mr. BYRD] for himself and the Senator from New Hampshire [Mr. BRIDGES] to the amendment of the Senator from New Mexico [Mr. CHAVEZ].

Mr. KNOWLAND. Mr. President, I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. SALTONSTALL rose.

The VICE PRESIDENT. All time has expired.

Mr. SALTONSTALL. Mr. President, a parliamentary inquiry.

The VICE PRESIDENT. The Senator will state it.

Mr. SALTONSTALL. If this substitute is adopted, applying to an amount in this section of the bill, will an amendment, not changing the figures, but applying merely to the language of the same section, later be in order?

The VICE PRESIDENT. It would be in order, to any part of the text not included within the committee amendment. This amendment applies only to the figures. The yeas and nays having been ordered, the clerk will call the roll.

The legislative clerk called the roll.

Mr. MYERS. I announce that the Senator from California [Mr. DOWNEY] is necessarily absent.

The Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] are absent on public business.

The Senator from Kentucky [Mr. CHAPMAN], and the Senator from Wyoming [Mr. HUNT] are detained on official committee business.

The Senator from Washington [Mr. MAGNUSON] is detained on official business.

I announce further that if present and voting, the Senator from Kentucky [Mr. CHAPMAN], the Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], the Senator from Washington [Mr. MAGNUSON], and the Senator from West Virginia [Mr. NEELY] would vote “nay.”

Mr. SALTONSTALL. I announce that the Senator from Washington [Mr. CAIN] and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Vermont [Mr. FLANDERS] is necessarily absent.

The Senator from South Dakota [Mr. GURNEY], and the Senator from Nevada [Mr. MALONE] are detained on official business. If present and voting the Senator from Nevada [Mr. MALONE] would vote “nay.”

The result was announced—yeas 47, nays 37, as follows:

YEAS—47

Benton	Dworshak	Hoey
Brewster	Eaton	Humphrey
Bricker	Ferguson	Ives
Bridges	Frear	Jenner
Butler	George	Johnson, Tex.
Byrd	Gillette	Kefauver
Capehart	Green	Kenn
Donnell	Hendrickson	Knowland
Douglas	Hickenlooper	Leahy

Lehman
Lodge
Lucas
McCarthy
McMahon
Martin
Maybank

Myers
O'Connor
Robertson
Saltontall
Schoepfel
Smith, N. J.
Taft

Thye
Tobey
Tydings
Wherry
Wiley
Williams

NAYS—37

Aiken
Anderson
Chavez
Connally
Cordon
Darby
Ellender
Fulbright
Graham
Hill
Holland
Johnson, Colo.
Johnston, S. C.

Kerr
Kilgore
Langer
Long
McCarran
McClellan
McFarland
McKellar
Millikin
Morse
Mundt
Murray
O'Mahoney

Pepper
Russell
Smith, Maine
Sparkman
Stennis
Taylor
Thomas, Okla.
Thomas, Utah
Watkins
Withers
Young

NOT VOTING—12

Cain
Chapman
Downey
Eastland

Flanders
Gurney
Hayden
Hunt

Magnuson
Malone
Neely
Vandenberg

So the amendment offered by Mr. BYRD for himself and Mr. BRIDGES to the amendment of Mr. CHAVEZ was agreed to.

The VICE PRESIDENT. The question now is on agreeing to the amendment of the Senator from New Mexico, as amended.

The amendment, as amended, was agreed to.

Mr. CHAVEZ. Mr. President, I send to the desk another amendment and ask that it be stated.

The VICE PRESIDENT. The Secretary will state the amendment.

The LEGISLATIVE CLERK. On page 19, line 13, it is proposed to strike out "\$10,000,000" and insert in lieu thereof "\$6,000,000."

Mr. CHAVEZ. Mr. President, this amendment reduces the item of \$10,000,000 to \$6,000,000. As compared with the House figure, it is the same.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from New Mexico.

The amendment was agreed to.

Mr. CHAVEZ. Mr. President, I send to the desk another amendment and ask that it be stated.

The VICE PRESIDENT. The Secretary will state the amendment offered by the Senator from New Mexico.

The LEGISLATIVE CLERK. On page 19, beginning at line 21, through page 21, line 2, it is proposed to strike out all of subsection (a) and subsection (b);

On page 21, line 3, to strike out the letter "(c)";

On page 21, lines 11 and 12, to strike out the words "and subsection (a) of section 5"; and

On page 21, lines 22 and 23, strike out the words "and subsection (b) of section 5."

Mr. HOLLAND. Mr. President, this is an amendment which seeks to strike out of the bill a brand new item for a completely new type of Federal aid with reference to the so-called interstate highway system. It was brand new as it came from the House, though as now changed by the adoption of a committee amendment already agreed to, it is nothing in the world but an increase and enlargement of the primary-aid system and the urban aid system.

I want to make that very clear, Mr. President. There is not a single mile of

road on the interstate highway system that is not also on either the primary aid system or the urban aid system. The committee, as we think, rather generously took care of both the primary system and the urban system. It was recommended by the committee, and also approved by the House, that \$225,000,000 be authorized for primary aid roads. In connection with urban roads, there was provided by the House, and approved by the committee, an authorization of \$125,000,000. In each case that is some increase over the prior authorization. In the case of primary roads, it is an increase of twenty-two and one-half million dollars a year. In the case of urban roads, it is an increase of twelve and one-half million dollars a year, or a total increase of \$35,000,000. With that increase, a rather generous one, already provided for the primary road system and the urban road system, it seemed to us that, logically, this \$70,000,000 should be the item which should be stricken, which was nothing but an enlargement of those two systems as changed from the form in which it appeared in the House bill.

I may say before taking my seat, Mr. President, that the committee felt it was logical that this item be cut out because it proposed a new plan of matching 75 percent of Federal funds against 25 percent of State funds, which means that in cutting this out we are really cutting out less mileage than if we should apply the same amount of reduction against the Federal aid and urban aid.

I hope the committee amendment offered by the Senator from New Mexico will be adopted.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from New Mexico [Mr. CHAVEZ].

The amendment was agreed to.

Mr. CHAVEZ. Mr. President, I send to the desk a further amendment and ask that it be stated.

The VICE PRESIDENT. The Secretary will state the amendment.

The LEGISLATIVE CLERK. On page 24, line 4, it is proposed to strike out the figure "\$10,000,000" and insert in lieu thereof the figure "\$8,000,000."

Mr. CHAVEZ. Mr. President, this refers to the emergency fund, an item in the highway bill. The emergency fund is that fund which is used in case of disaster. A flood takes place in the Missouri Valley, for example, destroying local roads, Federal-aid roads; and so forth. The people cannot wait for an appropriation, and they have to do something about it. We have reduced to \$8,000,000 the item which was originally approved by the budget and by the House.

Mr. DOUGLAS. Mr. President, I offer a substitute for the amendment, to strike out "\$8,000,000" and substitute "\$5,000,000." I believe this is a new item in the road budget. There was no similar authorization, and, therefore, it constitutes a net increase, and we can economize and, instead of spending \$8,000,000, spend only \$5,000,000.

Mr. CHAVEZ. Mr. President, the last time the money was appropriated was 10

years ago, and they have had that money up to the present time. They are now running out of it.

Mr. DOUGLAS. But there was no such authorization in the last two authorization bills.

Mr. CHAVEZ. There have been no authorizations in the last two authorization bills for the simple reason that they took such good care of the fund that they had no need for a further authorization. They had not spent the money. But they do want to be ready in case something happens in any particular part of the country.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. CHAVEZ. Certainly.

Mr. HICKENLOOPER. Does the Senator have any reliable figures as to how much emergency money has been needed in the past, of the type this authorization is intended to cover, and whether such money has been appropriated?

Mr. CHAVEZ. The information I have is that this money has been appropriated for the past 30 years, and within that time approximately \$20,000,000 has been used. It is a continuing fund.

Mr. HICKENLOOPER. The average would be approximately \$1,500,000 a year?

Mr. CHAVEZ. Probably \$750,000 a year. Twenty million dollars has been appropriated up to this time, and it has continued for approximately 30 years.

Mr. HICKENLOOPER. Twenty million dollars a year?

Mr. CHAVEZ. No; for the entire 30-year period.

Mr. HICKENLOOPER. If the history has been what the Senator says it has been, is \$8,000,000 or \$5,000,000 or \$10,000,000 necessary?

Mr. CHAVEZ. An ounce of prevention is worth a pound of cure. In some instances they probably spent \$3,000,000 at some particular time, when possibly the history of that period would indicate that they spent only \$100,000 a year. The fund is for disaster purposes. It is a continuing fund and is used for disaster purposes only. It cannot be used for any other purpose.

Mr. LONG. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. LONG. The reason why we are not appropriating \$750,000 is that it is possible that there may be a real disaster and \$8,000,000 may be needed. Is that correct?

Mr. CHAVEZ. That is correct. We hope they will not have to use it.

Mr. KNOWLAND. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. KNOWLAND. Under the circumstances, with the factual record before us, would not the Senator agree that the amendment offered by the Senator from Illinois is a generous amendment?

Mr. CHAVEZ. No; I do not agree. We cannot figure that anything will happen as it has happened in the past. For many years we had not contemplated that there would be a Johnstown, Pa., flood, but all of a sudden it came. For many years there were no great floods on the Mississippi, but several years ago

such floods suddenly occurred there. It is the nature of the appropriation that makes it necessary.

Mr. KNOWLAND. Is not this to take care of smaller emergencies that might accumulate? If there were a major disaster, the Congress of the United States would be prepared to act forthwith.

Mr. CHAVEZ. Yes; but we are all anxious to quit here on Labor Day, and we shall all go away, and if something happens in California, for instance, and Congress is not in session, how is Congress going to appropriate for a major disaster or even for a small disaster?

Mr. WHERRY. I do not wish to be confused. Does not the President also have an emergency fund which could be used for floods and for roads into flooded areas?

Mr. CHAVEZ. Yes. Several agencies could help out in such a situation. I am not saying that the world will end if we do not provide the appropriation, but I think it would be an exercise of sound judgment for this body to provide a modest appropriation which might last for 10 years, but which might also be needed next week.

Mr. HICKENLOOPER. Mr. President, will the Senator yield for a question?

Mr. CHAVEZ. Certainly.

Mr. HICKENLOOPER. By what yardstick does the committee arrive at the figure of \$8,000,000, or by what yardstick does the Senator from Illinois arrive at \$5,000,000? I think we are asked to appropriate money for undetermined purposes, the happening of which is not at all certain, and the precedents for which do not exist.

Mr. CHAVEZ. The yardstick used heretofore is that something might happen and something did happen. That situation started the authorization. Inasmuch as it is a continuing fund, it is reduced as it is used. The fund is about exhausted. When the budget was being made up, the Bureau of Public Roads went before the Bureau of the Budget, and of course the Bureau examined the record for the past few years. \$10,000,000 had been spent, and they requested that much of the Bureau of the Budget.

The VICE PRESIDENT. The Senator's time has expired. All time for debate has expired. The question is on agreeing to the amendment offered by the Senator from Illinois [Mr. DOUGLAS], to the amendment offered by the Senator from New Mexico [Mr. CHAVEZ]. [Putting the question.]

The "ayes" appear to have it.

Several Senators requested a division. On a division, the amendment to the amendment was agreed to.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from New Mexico [Mr. CHAVEZ], as amended.

The amendment, as amended, was agreed to.

Mr. CHAVEZ. I offer another amendment.

The VICE PRESIDENT. The Secretary will state the amendment.

The LEGISLATIVE CLERK. On page 26, line 2, it is proposed to strike out the figure "\$8,000,000" and insert in lieu thereof the figure "\$6,000,000."

Mr. CHAVEZ. Mr. President, this is a brand-new item in which the State Department is deeply interested. A showing was made before the committee by representatives of the State Department. This is an emergency matter, and is possibly of military importance. As the Senate knows, during our late unpleasantness with Germany, German submarines roamed all over the Atlantic, and some were over in the Pacific. Some of the submarines came into the Gulf of Mexico and were sinking American ships and allied ships almost up to New Orleans. The situation was so serious that the means of getting important raw materials, which were actually needed in order to carry out the war purposes, were limited, as a result of which the State Department and Congress authorized the expenditure of money, in cooperation with countries in Central America, to construct an inter-American highway. The highway runs as far as the Panama Canal. If anything should happen to the Panama Canal, we would be in a serious situation. I assume Senators have read the article this morning in the newspapers to the effect that in case of war the possibilities of damage or destruction to the Panama Canal are present. This money would be spent in cooperation with the peoples of various countries of Central America down to the Panama Canal, for the purpose of building a highway from the American border to Panama.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. WHERRY. The authorization is for \$7,000,000?

Mr. CHAVEZ. The authorization was cut to \$6,000,000.

Mr. WHERRY. For how many years?

Mr. CHAVEZ. It is for 8 years. It would be \$64,000,000. The total amount remaining of the so-called commitment which was made by the State Department is \$64,000,000.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. CHAVEZ. I yield.

Mr. FERGUSON. Does the Senator know how much has already been appropriated and spent on the highway?

Mr. CHAVEZ. Thirty-three million dollars.

Mr. FERGUSON. Does the Senator know how great a proportion of the highway has been built for the \$33,000,000?

Mr. CHAVEZ. I do not know the proportion, but I do know that Mr. Bennett of the State Department, Mr. Miller of the State Department, Mr. MacDonald of the Bureau of Public Roads, and a representative of the Bureau of the Budget appeared before the committee and testified and justified the authorization of this amount.

Mr. FERGUSON. Does the Senator know that this amount will not be sufficient to complete the highway, or anywhere near it?

Mr. CHAVEZ. This particular amount will not.

Mr. FERGUSON. I mean the full 8-year amount.

Mr. CHAVEZ. Of course, we must depend on the testimony of those who are

engineers and those who know about construction work.

Mr. FERGUSON. Does the testimony show that this amount would be sufficient to complete the entire highway?

Mr. CHAVEZ. The testimony shows that \$64,000,000 would be sufficient to complete the highway.

Mr. DOUGLAS. Mr. President, I wish to offer a substitute amendment.

The VICE PRESIDENT. The Senator from New Mexico has the floor.

Mr. CHAVEZ. I have concluded my remarks.

The VICE PRESIDENT. Does the Senator yield the floor?

Mr. CHAVEZ. I yield the floor.

Mr. DOUGLAS. I wish to offer a substitute for the amendment of the Senator from New Mexico. In line 2, page 26 of the bill, I propose to strike out the figure "\$6,000,000", as proposed by the committee, and substitute the figure "\$4,000,000", thus cutting the original appropriation of \$8,000,000 in half. I know this proposed amendment will bring great joy to the junior Senator from Nebraska [Mr. WHERRY], who is always inquiring about the readiness of the junior Senator from Illinois to cut appropriations for foreign purposes. I wish to call the attention of my good friend from Nebraska to the fact that I am proposing to cut the appropriations for the Inter-American Highway in half, just as I wished to cut appropriations for internal roads. I know this will be very pleasing to my good friend.

Mr. WHERRY. I wish to thank the Senator for his generosity. I should like to ask him a question. I do not understand why it is necessary to make this authorization until 1958, in view of the circumstances which confront us now. I am wondering if the distinguished Senator from Illinois would not modify his amendment to make the appropriation on a year-to-year basis. I do not know why it is necessary to authorize an expenditure of this money until 1958.

Mr. DOUGLAS. I would be willing to modify my amendment so that the authorization would run to June 30, 1954, or to cut the authorization by 4 years.

Mr. WHERRY. I should like to have the Senator make it 1952. At that time we could review the situation.

Mr. DOUGLAS. I am always anxious to cooperate with my dear friend from Nebraska, but I think that is about as far as I could go.

Mr. CHAVEZ. I should like to suggest that I am interested in reviewing the situation in order to find out what kind of job we are doing. We have not had the opportunity to do it. Whether we authorize \$2,000,000, \$4,000,000, or \$8,000,000, we should know exactly what is going on. The committee has not had any opportunity to review the situation, but I do not believe that under present circumstances the committee could get the information which it could submit to the Senate with respect to how the work is progressing.

Mr. FERGUSON. Does the Senator know why we should appropriate \$3,000,000 of this money which would not be matched?

Mr. DOUGLAS. Because of the poverty of Latin-American countries.

Mr. FERGUSON. What would it be immediately? Would \$3,000,000 be used without matching by foreign countries? Where would the \$3,000,000 come from?

Mr. DOUGLAS. I would be willing to modify my amendment so as to strike out "\$3,000,000" on line 12, page 26 of the bill, and substitute in lieu thereof "\$2,000,000."

Mr. FERGUSON. Would that be for every year?

Mr. DOUGLAS. For every year for which the authorization holds.

Mr. WHERRY. The Senator is modifying it to apply to 1952, is he not?

Mr. DOUGLAS. No; not 1952, but 1954.

The VICE PRESIDENT. The question is on agreeing to the amendment in the nature of a substitute offered by the Senator from Illinois [Mr. DOUGLAS] to the amendment of the Senator from New Mexico [Mr. CHAVEZ]. [Putting the question.] The "noes" appear to have it.

Mr. FERGUSON. I ask for a division. On a division, the amendment was agreed to.

The VICE PRESIDENT. The question now is on agreeing to the amendment of the Senator from New Mexico as amended.

The amendment, as amended, was agreed to.

Mr. JOHNSON of Colorado. Mr. President, may I offer an amendment?

Mr. CHAVEZ. I suggest to the Senator that we are about through with the committee amendments.

Mr. JOHNSON of Colorado. Very well.

Mr. CHAVEZ. Mr. President, I send an amendment to the desk and ask to have it stated.

The VICE PRESIDENT. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 29, line 21, it is proposed to strike out "\$4,000,000" and insert in lieu thereof "\$2,000,000."

Mr. CHAVEZ. Mr. President, this amendment also affects a country in Central America, namely, the Republic of Nicaragua.

It appears that during the late war representatives of the United States went to Nicaragua with reference to the contemplated Nicaraguan canal, which would tie the Pacific and the Atlantic Oceans. Nicaragua readily agreed that the United States could do whatever was necessary with reference to the canal. Nothing was done about it, but the United States did make a commitment to Nicaragua for military reasons.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. CHAVEZ. I will yield in a moment. I know Senators are having a Roman holiday, and I refuse to yield at the moment.

The VICE PRESIDENT. The Senator from New Mexico declines to yield.

Mr. CHAVEZ. As a result, it appears that this country solemnly said to Nicaragua, "As long as we cannot comply and spend the many millions of dollars which would be necessary in order to build the canal from the Atlantic to the Pacific, we propose and suggest to you that you accept the construction

of a road from the Pacific Ocean to the Atlantic Ocean."

Possibly the Senator from Michigan would want to save the \$2,000,000, but if anything should happen to the Panama Canal, if anything should happen either on the Atlantic or the Pacific so that we could not transport by water from one ocean to the other, it would be absolutely necessary, we are told by the State Department, to fulfill this commitment which we solemnly made. Of course, we do not have to comply with any commitments to Nicaragua. She could not force us to do so. But, after all, when we are so big and powerful, when we are able to spend billions upon billions of dollars to help humanity, I believe the dignity of our Nation demands that commitments solemnly made shall be kept, such as a commitment for a little bit of an item like this.

Mr. President, I hope the Senate will accept the committee amendment.

Mr. FERGUSON. Mr. President—

Mr. CHAVEZ. I yield.

Mr. FERGUSON. I should like some time on this amendment, because I was a member of the Truman committee when this highway was investigated. This is not a part of the Inter-American Highway at all.

Mr. CHAVEZ. That is correct. Mr. FERGUSON. No commitments were made. It was really discovered that this road was being built out of the President's emergency fund during the war.

The committee went to Managua, saw this highway running off to the east, and discovered for the first time that there were \$4,000,000 of the President's funds being used to build the highway. Not only did they discover that, but they found 26 miles of highway leading up to the farm of the President of Nicaragua, which had no connection whatever with the Inter-American Highway.

Mr. President, this is the kind of a road for which there was never a commitment. It was built during the war. Another million dollars was spent to build a highway around a lake in one of the Central American countries. This is the way money is being spent, not on the Inter-American Highway, but on boondoggling in Central America, and this amount should not be expended, not one dollar of it.

Mr. KNOWLAND. Mr. President, will the Senator yield?

Mr. FERGUSON. I am glad to yield.

Mr. CHAVEZ. I have the floor.

The VICE PRESIDENT. The Senator from New Mexico is supposed to have had the floor and yielded.

Mr. FERGUSON. I thought I was recognized.

The VICE PRESIDENT. Under the agreement the Chair would feel that he must recognize some Senator on the other side on the Public Works Committee. The time on this amendment is divided between the proponents and the opponents.

Mr. CHAVEZ. How much time have I left?

The VICE PRESIDENT. The Senator has 1 minute left.

Mr. CHAVEZ. The Senator from Michigan can proceed in his own time.

Mr. FERGUSON. Mr. President—
Mr. CHAVEZ. I yielded to the Senator and he made a speech in my time. I think I shall take what is left of my minute.

The Senator went to Central America with the Truman committee, but it happens that the man who was the head of that committee is now the President of the United States. The President and the Department of State support the proposed appropriation.

The Rama Road takes its name from the town of Rama, Nicaragua. In 1942 our Government agreed to build a road between the town of San Benito, in western Nicaragua, and the town of Rama on the Escondido River, which is navigable from the town to the Atlantic Ocean.

In 1914 a treaty was signed in Washington by Secretary of State William Jennings Bryan and Gen. Emiliano Chamorro, representative of Nicaragua. By this treaty the United States was granted perpetual rights to construct a canal across Nicaragua. No action has been taken to implement the treaty.

In 1939 the President of Nicaragua pointed out to President Roosevelt the economic needs of his country, and asked the United States to undertake the canalization anticipated by the 1914 treaty. Shortly before those conversations the War Department had recommended against canalization. The President of Nicaragua then suggested that a barge canal be dug from the Atlantic along the San Juan River into Lake Nicaragua and across the lake to connect with Managua, the capital city. The War Department pointed out the costliness of such a project, and President Roosevelt agreed with President Somoza on construction of the road from San Benito to Rama as a substitute benefit.

So there was a commitment.
The PRESIDING OFFICER (Mr. WITHERS in the chair). The Senator's time has expired.

Mr. FERGUSON. Mr. President, I propose, as a substitute for the amendment, that the entire appropriation of \$4,000,000 be stricken out.

Mr. WHERRY. A parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. WHERRY. Does not the amendment of the Senator from New Mexico call for a reduction of \$2,000,000?

Mr. CHAVEZ. Yes.
Mr. WHERRY. So that the amount the Senator from Michigan attempts to strike out is \$2,000,000?

Mr. FERGUSON. No, I want to strike out the whole amount, the \$4,000,000.

Mr. CHAVEZ. It is only \$2,000,000 now.

Mr. FERGUSON. Was the amendment of the Senator from New Mexico agreed to?

Mr. CHAVEZ. Not yet.
Mr. FERGUSON. What is the amount now?

The PRESIDING OFFICER. \$4,000,000.

Mr. FERGUSON. The motion I make is to strike out the entire amount of \$4,000,000.

The PRESIDING OFFICER. Is the Senator offering that amendment?

Mr. FERGUSON. I am offering it as a substitute.

Mr. BYRD. It is to section 12, known as the Rama Road provision.

Mr. CHAVEZ. That is correct.

Mr. FERGUSON. I propose to strike out all of section 12.

Mr. CHAVEZ. My amendment is to strike out \$4,000,000 and insert \$2,000,000.

Mr. FERGUSON. I offer as a substitute for that an amendment to strike out all of section 12.

The PRESIDING OFFICER. The question is on the original amendment—

Mr. CHAVEZ. No.

The PRESIDING OFFICER. All in favor of the amendment of the Senator from New Mexico to reduce the amount to \$2,000,000 will say "aye." Those opposed will say "no." The "ayes" have it and the amendment is agreed to.

Mr. BYRD. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. BYRD. If the amendment is adopted, it is not subject to further amendment, is it?

Mr. McCLELLAN. Mr. President, should not the substitute amendment be voted on first, and then the original amendment?

The PRESIDING OFFICER. The Parliamentarian states that the amendment by the Senator from New Mexico [Mr. CHAVEZ] to reduce his priority over the other amendment.

Mr. McCLELLAN. That is the very point I am making. As I understand the way the question was put, however, we were voting on the other amendment first.

The PRESIDING OFFICER. No. The amendment of the Senator from New Mexico is to reduce the original amount. Now the Senator from Michigan is offering an amendment to reduce it further.

Mr. McCLELLAN. I understand the Senator from Michigan offered that as a substitute.

Mr. FERGUSON. Yes, as a substitute; to strike out the whole section.

Mr. BYRD. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. BYRD. If the amendment of the Senator from New Mexico is adopted, is it subject to further amendment?

The PRESIDING OFFICER. It is subject to the amendment to strike the whole amount.

Mr. WHERRY. Has the distinguished occupant of the chair announced the result of the vote on the amendment offered by the Senator from New Mexico?

The PRESIDING OFFICER. Yes. The amendment of the Senator from New Mexico was agreed to.

Mr. WHERRY. That was the announcement made by the Chair?

The PRESIDING OFFICER. Yes.

Mr. FERGUSON. I now ask for a vote on the motion to strike out the entire section.

The PRESIDING OFFICER. The entire section?

Mr. FERGUSON. Yes.

The PRESIDING OFFICER. The question is on the motion of the Senator

from Michigan [Mr. FERGUSON]. [Putting the question.]

Mr. FERGUSON. Mr. President, I ask for a division.

On a division, the amendment was agreed to.

Mr. CHAVEZ. Mr. President, I offer another amendment which I ask to have stated.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. Amendment dated 8-18-50—G.

On page 32, line 10, it is proposed to strike out "\$25,000,000" and insert in lieu thereof "\$10,000,000."

Mr. CHAVEZ. That, Mr. President, reduces the access road item from \$25,000,000 to \$10,000,000.

Mr. BYRD. That is for the defense access roads?

Mr. CHAVEZ. Yes.

Mr. WHERRY. Mr. President, will the Senator yield for a question?

Mr. CHAVEZ. I yield.

Mr. WHERRY. What was the amount of the 1948 appropriation for access roads?

Mr. CHAVEZ. We had none in 1948.

Mr. WHERRY. This is a new item?

Mr. CHAVEZ. A new item, yes.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from New Mexico.

The amendment was agreed to.

Mr. CHAVEZ. That completes the committee amendments.

Mr. McCARRAN. Mr. President, there is an amendment offered on behalf of myself, the Senators from Utah [Mr. THOMAS and Mr. WATKINS] and the Senator from Oklahoma [Mr. KERR] on page 25 which I should like to call up because I am obliged to leave the Chamber.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. Amendment dated 8-18-50—U.

On page 25, line 19, it is proposed to strike out the period and insert in lieu thereof a colon and the following:

Provided further, That \$2,500,000 of the sum authorized for the fiscal year ending June 30, 1951, shall be available for contract immediately upon the passage of this act.

Mr. McCARRAN. Mr. President, the bill carries an item of \$5,000,000 to cover the construction of public highways through public domain where nothing exists excepting the public domain. The amendment would advance \$2,500,000 of the \$5,000,000 so that it may be immediately available in order that certain links in certain transcontinental highways may be constructed. We have in mind one special highway, Highway 6, which extends from the Atlantic to the Pacific, and is one of the essential transcontinental highways. Of that highway there is an uncompleted link in the State of Utah in the open public domain of the United States.

Under the law that link can be constructed only by money provided under the terms of existing statutes. It is essential that the link be immediately completed so that Highway 6, which is otherwise completed, may be available for transcontinental travel.

Mr. LANGER. Mr. President, will the Senator yield for a question?

Mr. McCARRAN. I yield.

Mr. LANGER. Does the amendment provide, for example, 100 percent Federal aid in connection with Indian lands?

Mr. McCARRAN. It provides solely for use of the money in connection with Government-owned land. That is in compliance with the law which has been in existence for many years.

The PRESIDING OFFICER. Does the Senator from New Mexico desire to be recognized?

Mr. CHAVEZ. No. I will accept the amendment.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Nevada [Mr. McCARRAN].

The amendment was agreed to.

Mr. DOUGLAS. Mr. President, I wish to offer an amendment, in line 8, on page 13, to strike out the figure "\$225,000,000" for projects on the Federal-aid highway system, and to insert the figure "\$112,500,000." It is a proposal to cut the appropriations for primary roads approximately in half. I think this cut is needed because of the financial position of the Government. The deficit is \$4,000,000,000 even without the extraordinary war expenditures. The added war expenditures will be at least \$10,000,000,000 or possibly \$15,000,000,000. Despite the failure to make great cuts thus far, I think we should press on. I hope very much that this authorization may be cut in half.

Mr. McCLELLAN. Mr. President, I merely wish to say that there was a question in the minds of all of us about what lies ahead of us with respect to how great sacrifices the country will have to make for its survival or for winning in another military conflict. Some cuts have already been made. I am very much inclined in all matters of this kind, particularly on the domestic front at home, to be economical. But let me remind my colleagues that our ability to survive is going to be measured also by our ability to maintain a sound and vigorous economy. We can keep cutting and slashing these items which directly affect an efficient and capable transportation system in the Nation until, when we break that down, we will not be able to carry through in the other essentials of military effort and of national defense.

The roads covered by the provision in question are more or less vital. There is ample provision in the bill to have all the moneys that are being authorized by the bill concentrated on the construction of those highways which are certified as being vital to national defense.

Mr. President, this bill can be crippled too much. I like to see general reductions made in it. Reductions should be made because of the pressing needs for defense. But if we are to keep our transportation system in proper condition to meet the demands that will be made upon it, we had better not cripple it too much.

I believe we should leave the item in the bill. I think a little more money should have been left in the bill for the secondary highways. I was very conservative in trying to develop the bill. But we are met with the actual condition

that our transportation system generally is deteriorating in proportion to the increase in traffic demands made upon it. I say we had better use a little judgment in making cuts. It is a fine thing to apply the ax where we can. But after all, these are authorizations. We may need these authorizations. If we do not find it advisable or necessary to spend the money, we do not have to appropriate the money. I trust we still have enough confidence in ourselves to believe that we will meet the issue on the basis of the facts, when the time comes that the issue has to be met.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Illinois [Mr. DOUGLAS].

The amendment was rejected.

Mr. JOHNSON of Colorado obtained the floor.

Mr. BYRD. Mr. President, will the Senator yield to me?

Mr. JOHNSON of Colorado. I yield to the Senator from Virginia because he has another amendment in regard to the same item.

Mr. BYRD. Yes, it is on the same item. I thank the Senator for yielding to me.

Mr. President, on behalf of the Senator from New Hampshire [Mr. BRIDGES] and myself, I offer an amendment on page 13, in line 8, to strike out "\$225,000,000" and insert "\$202,500,000," thus restoring the item to the same amount carried in the bill for the present fiscal year.

Mr. President, we already have reduced the item for the secondary roads to the amount of the item carried in the bill for the present fiscal year. I fear that I shall have to take issue with my very fine friend, the Senator from Arkansas, when he says that an authorization with respect to roads is not equivalent to an appropriation. I have found that it is, because the contracts are made by the States and are incorporated into the appropriations made by the States. I happen to know that, because I have served as Governor of Virginia. Under the circumstances, an authorization is just the same as an appropriation, when we make an authorization whereby the States are permitted to make contracts in accordance with the sums authorized.

I think it would be very incongruous for us to reduce by \$40,000,000 the authorization for the secondary roads, but not to reduce by \$22,500,000 the authorization for the primary roads. The previous reduction of \$40,000,000 for the secondary roads and the reduction proposed by this amendment in the authorization for the primary roads will reduce both items to the amounts of the authorizations carried in the bill for the present fiscal year. Neither amendment would reduce by 1 cent the amounts of the authorizations for these items as carried in the bill for the fiscal year 1951.

Mr. President, I now yield to my colleague, the Senator from New Hampshire.

Mr. BRIDGES. Mr. President, I think the amendment offered by the distinguished Senator from Virginia and

myself is sound. I would reduce this item to the amount for this purpose carried in the bill for the current year.

In view of the unusual expenditures now required—and no one knows the figure to which they will rise—certainly we are not justified in exceeding the current level of expenditures for highways or any other public works.

Therefore, I join with the Senator from Virginia in proposing the amendment, and I hope it will be adopted.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Virginia, on behalf of himself and the Senator from New Hampshire.

Mr. WHERRY. Mr. President, I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. HOLLAND. Mr. President, does there remain any time in which Senators who oppose the amendment may speak?

The PRESIDING OFFICER. Does the Senator from Florida desire to speak in opposition to adoption of the amendment?

Mr. HOLLAND. I do.

The PRESIDING OFFICER. The Senator from Florida is recognized.

Mr. HOLLAND. Mr. President, I am sorry to have to part company on this question with my distinguished friends the Senator from Virginia and the Senator from New Hampshire, because I was one who joined with them in behalf of their amendment for the 10 percent reduction straight across the board, in the case of the recent omnibus appropriation bill, and I hoped to be able to stay with them in their various efforts to reduce expenses.

However, in the case of this particular amendment I think we would be penny-wise and pound foolish if we made the reduction now proposed. I call attention to the fact that we already have stricken out, on the motion of the committee itself, the item of \$70,000,000 which was voted by the House of Representatives and was designed to be spent on primary and urban-aid road systems. So that authorization has already been stricken from the bill.

Furthermore, I wish to call attention to the fact that the primary road system is the one which is in worst repair and which most needs construction and reconstruction at this time. Anyone who thinks the primary road systems in the various States have been returned to normal condition since the end of the Second World War, simply is not familiar with the existing facts.

The committee felt—and very properly so, I think—that an increase is required in the interest of sound economy and the conservation of the very heavy investments made on the part of the Federal Government and the States in the primary road system.

Therefore I hope the amendment will be rejected.

Mr. WATKINS. Mr. President, will the Senator yield?

Mr. HOLLAND. I yield.

Mr. WATKINS. Is it not true that the authorization made for the last 2 years by the Eightieth Congress was based largely on the fact that the States

were not then in a position to match any larger authorizations or appropriations?

Mr. HOLLAND. That is correct. The authorization in 1948, which was reported by a subcommittee of which I was a member, was less than the amount requested by the Federal agencies and the State agencies; it was less than that amount by a great deal, because none of the States were then in a position to build or repair or reconstruct at full blast.

However, the present situation is different. Today we need to reconstruct and place into excellent condition the Federal-aid highway system, the primary road system of every State in the Union.

So I hope the reduction proposed by this amendment will not be made.

Mr. HUMPHREY. Mr. President, will the Senator yield?

Mr. HOLLAND. I yield.

Mr. HUMPHREY. Is it not true that the repair and maintenance of these highways and the making of the improvements which are needed in them in order to make it possible to handle the traffic, are far behind schedule, as was testified to by the respective highway engineers?

Mr. HOLLAND. The Senator is eminently correct. I do not recall the amount, but several billion dollars will be required in order to bring the Federal-aid road system back to an effective and satisfactory condition.

Mr. HUMPHREY. Is it not also true that truck traffic on these highways is constantly increasing and always is tied in with the industrial production and the shipment of goods and materials between the key industrial centers?

Mr. HOLLAND. That is entirely correct.

Furthermore, Mr. President, the production of passenger automobiles and trucks has been at an all-time high for the last 2 years. The number of automobiles and trucks now on the highways is greatly in excess of the number on the highways 2 years ago.

This item is a must, if we are to keep the primary road systems of the States in proper condition.

Mr. HUMPHREY. I should like to ask, further, whether the primary highway system, which is truly the costly system, requiring heavier road beds and extra heavy concrete or asphalt in order to be able to handle the heavy traffic, constitutes the main burden on the States in terms of the dollars spent for roads. That is true, is it not?

Mr. HOLLAND. That is correct.

Mr. WATKINS. Mr. President, will the Senator yield to me at this time?

Mr. HOLLAND. I yield.

Mr. WATKINS. I wish to be associated with my colleagues on the committee in opposing this amendment.

We have gone carefully into the matter of taking care of our primary roads; we have studied that matter at great length. All the evidence indicates that in all sections of the United States where there have been defense plants, the roads have taken a terrific beating and we are away behind schedule in restoring them to proper condition. To my mind, the

program of restoring them to proper condition is a "must" in connection with the national defense.

The PRESIDING OFFICER. The time of the Senator has expired.

The question is on agreeing to the amendment offered by the Senator from Virginia [Mr. BYRD], on behalf of himself and the Senator from New Hampshire [Mr. BRIDGES]. On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. MYERS. I announce that the Senator from California [Mr. DOWNEY] is necessarily absent.

The Senator from Kentucky [Mr. CHAPMAN], and the Senator from Wyoming [Mr. HUNT] are detained on official committee business.

The Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] are absent on public business.

The Senators from South Carolina [Mr. JOHNSTON and Mr. MAYBANK], and the Senator from Tennessee [Mr. KEFAUVER] are detained on official business.

I announce that if present and voting, the Senator from Kentucky [Mr. CHAPMAN], the Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] would vote "nay."

Mr. SALTONSTALL. I announce that the Senator from Washington [Mr. CAIN] and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Vermont [Mr. FLANDERS] is necessarily absent.

The Senator from South Dakota [Mr. GURNEY] is detained on official business.

The result was announced—yeas 36, nays 47, as follows:

YEAS—36

Benton	Hoey	Myers
Brewster	Ives	O'Connor
Bricker	Jenner	Robertson
Bridges	Johnson, Tex.	Saltonstall
Butler	Kem	Schoeppel
Byrd	Knowland	Smith, N. J.
Capehart	Lehman	Taft
Douglas	Lodge	Thye
Ferguson	Lucas	Tobey
Frear	McCarthy	Tydings
George	McMahon	Wherry
Hendrickson	Martin	Williams

NAYS—47

Aiken	Holland	Mundt
Anderson	Humphrey	Murray
Chavez	Johnson, Colo.	O'Mahoney
Connally	Kerr	Pepper
Cordon	Kilgore	Russell
Darby	Langer	Smith, Maine
Donnell	Leahy	Sparkman
Dworschak	Long	Stennis
Eaton	McCarran	Taylor
Ellender	McClellan	Thomas, Okla.
Fulbright	McFarland	Thomas, Utah
Gillette	McKellar	Watkins
Graham	Magnuson	Wiley
Green	Malone	Withers
Hickenlooper	Millikin	Young
Hill	Morse	

NOT VOTING—13

Cain	Gurney	Maybank
Chapman	Hayden	Neely
Downey	Hunt	Vandenberg
Eastland	Johnson, S. C.	
Flanders	Kefauver	

So the amendment offered by Mr. BYRD for himself and Mr. BRIDGES was rejected.

Mr. BYRD. Mr. President, I have an amendment along this same line, and I should like to finish with it.

Mr. LUCAS. Mr. President—

The PRESIDING OFFICER. The Senator from Illinois is recognized.

Mr. LUCAS. Mr. President, I ask unanimous consent that I may address the Senate for 2 minutes.

The PRESIDING OFFICER. Without objection, it is so ordered.

ORDER OF BUSINESS

Mr. LUCAS. Mr. President, I first want to advise the Senate that, after discussing with the chairman of the Finance Committee the question of taking up the tax measure tomorrow, the Senator from Georgia [Mr. GEORGE] advises me that it cannot be done, and that it will be Thursday before we are able to proceed to the consideration of the tax measure.

I should like to notify the Senate that tomorrow we shall proceed to call the calendar. That was agreed upon by the Democratic policy committee today.

Mr. WHERRY. Mr. President, will the Senator yield for a question?

Mr. LUCAS. I yield.

Mr. WHERRY. Does that mean that there will be a call of the calendar of bills as to which there is no objection, beginning where the Senate left off the last time, or does it mean that we shall go back to the beginning of the calendar?

Mr. LUCAS. We shall call the calendar of unobjected-to bills.

Mr. WHERRY. And is it contemplated that the calendar will be called from where we left off the last time?

Mr. LUCAS. The Senator is correct in his understanding.

Mr. HENDRICKSON. Mr. President, will the Senator yield?

Mr. LUCAS. I yield.

Mr. HENDRICKSON. I merely want to warn Senators that if we follow this procedure tomorrow there may be many bills near the end of the calendar which will be objected to, because the committee reports on the bills are not available.

Mr. LUCAS. I presume that is true.

Mr. HENDRICKSON. Could we have an understanding about that?

Mr. LUCAS. Obviously, if there is no report, we shall not take up the bill.

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. LUCAS. I yield to the Senator from Maryland.

Mr. TYDINGS. I should like to ask the Senator this question, since I could not hear him from where I was. Was provision made that, after the road bill is out of the way, the family-allowance bill shall be taken up?

Mr. LUCAS. Yes. As soon as the road bill is out of the way, we shall take up the family-allowance bill.

Mr. TYDINGS. I thank the Senator.

REVISION OF SENATORIAL REMARKS

Mr. LUCAS. Mr. President, also, while I am on my feet, I desire to propound a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. LUCAS. I should like to know how far a Senator is permitted to go in changing the remarks that are made on the floor of the Senate.

The PRESIDING OFFICER. A Senator is not supposed to make any substantial change in his remarks.

Mr. LUCAS. Yesterday, after I read an editorial under the caption "A party bankrupt," as shown by page 13141 of the RECORD, third column, the following occurred:

Mr. BRICKER. Mr. President, will the Senator yield for a question?

The VICE PRESIDENT. The Senator from South Carolina has the floor.

Mr. MAYBANK. Mr. President, how much time have I remaining?

The VICE PRESIDENT. Two minutes.

Mr. BRICKER. Mr. President, will the Senator from Illinois yield?

The VICE PRESIDENT. The Senator from Illinois does not have the floor. The Senator from South Carolina has the floor.

Mr. MALONE. Mr. President, a point of order.

Following the making of a point of order by the Senator from Nevada, the RECORD shows that the Vice President said:

The Senator from South Carolina has the floor, unless he yields.

The Senator from South Carolina did not yield, but the Senator from Nevada wrote in the following, in his own handwriting, following the point of order:

Mr. President, to keep the record straight—I so thoroughly disagree with the entire philosophy of the senior Senator from Illinois that there is no room for compromise or agreement. There is little integrity left in our Government—the public must be the judge.

I merely invite the attention of the Senate to what can go on if we do not watch our own remarks once in a while.

Mr. MALONE. Mr. President, will the Senator yield?

Mr. LUCAS. Every Senator has the right to edit his remarks, and we all do it—at least, I do—to take care of split infinitives, grammatical errors, and changes of meaning here and there. But this is a completely new sentence which has been added. I was satisfied when I read the RECORD that the Senator did not make that statement on the floor. I merely invite the attention of the Senate to what is going on. I hope we shall all obey the rules of the Senate with respect to the editing of remarks. There is nothing very serious in the remark itself, but if we go that far and do not watch, how much further will Senators go in writing something into the RECORD? It was a question of a point of order, and the Senator from South Carolina [Mr. MAYBANK] refused to yield. Then it was that the Senator from Nevada proceeded to write in this argument condemning me specifically and condemning many things by implication and indirectly. It gives us no chance, unless we watch the next day, to reply to such statements if we want to.

I now yield to the Senator from Nevada.

Mr. MALONE. Mr. President, I said substantially that in the confusion prevailing at that time, and I did write in what I had said during the confusion of the debate, because I saw it was not in the RECORD. If the senior Senator from Illinois wishes to debate it now, I should be glad to go into his philosophy with him.

Mr. President, I rise to a point of special privilege.

Mr. CHAVEZ. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. CHAVEZ. What is the pending business?

Mr. LUCAS. Mr. President, I asked for 2 minutes, and I presume my time has expired.

Mr. CHAVEZ. If we are going to get into a debate—

Mr. LUCAS. We are not going to get into a debate, I will say to my friend.

Mr. WHERRY. Mr. President, I ask unanimous consent to be granted 2 minutes in order that I may make an observation concerning the RECORD.

Mr. CHAVEZ. Mr. President, in order to attend the funeral of the road bill, I object.

Mr. WHERRY. Mr. President, will the Senator withhold his objection so that I may say a word or two?

Mr. CHAVEZ. I should like to accommodate my good friend from Nebraska.

The PRESIDING OFFICER. The Senator from New Mexico has the floor.

Mr. CHAVEZ. So long as we have proceeded to do justice to the people of the United States by cutting down secondary-road money and approving the expenditure of primary-road money, I want to get through with it.

Mr. KERR subsequently said:

Mr. President, I ask unanimous consent that the Senator from Nebraska may have 2 minutes in which to discuss a matter which arose a little while ago.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. WHERRY. Mr. President, I thank the distinguished Senator from Oklahoma for his courtesy and his display of fair play. I merely want to say, in reference to the observations made by the majority leader—and I say this in all kindness—that it is very difficult to take down all the remarks that are made by Senators when there is confusion such as that which prevailed yesterday.

No Senator is prouder of our official reporters than I am. I think they are the greatest set of men we have, and they do their level best. However, it is very difficult at all times to catch every word said by a Senator. During the remarks of the distinguished majority leader, and for a few minutes thereafter, several Senators have said to me that they did hear the distinguished Senator from Nevada say what the distinguished majority leader, the Senator from Illinois, has said is not now in the RECORD. I know no Senator is accorded more respect for fair play than is the distinguished Senator from Massachusetts.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. WHERRY. Yes.

Mr. SALTONSTALL. All I wish to say is that at the time I was sitting about as far away as where the page is now sitting. I do not agree with what the Senator from Nevada said; I do not agree with him at all, but I did hear him say, "There is little integrity left in our Government—the public must be the judge." There is no question in my mind that I heard him say it.

Mr. LUCAS. I refer the Senator from Massachusetts and others Senators to page 13139 of the RECORD, in the first column where the Senator from Nevada is reported as having said:

There is little integrity in Government—under the present administration—and public confidence is severely shaken.

What I referred to was what appeared to have been written in later. Undoubtedly the Senator from Nevada said it in one part of his address. If the reporters are incorrect, I certainly wish to apologize to the Senator from Nevada for bringing up the matter. The only thing I am trying to do—and I say it in the best spirit—is to warn the Senate and to suggest that sometimes in editing our remarks we are inclined to slop over, so to speak. The question is how far one can go. I bring the matter up merely for the purpose of advising Senators. If I am wrong, and the Senator from Nevada said it, I did not hear him say it. If the reporters made that kind of mistake, it is a rare occurrence.

Mr. WHERRY. Mr. President, I did not intend to yield all of my time to the distinguished majority leader. I am certainly not blaming the reporters. I want that distinctly understood. I am saying that in this room, where the acoustics are not good at all, and especially where there is so much confusion, it is very difficult to take down in running debate all the remarks that a Senator may make. I know the Senator from Nevada. I know he has a good deal of courage. I know he wants to appear in the RECORD what he says on the floor. I believe he intended to say it, and I should like to give him credit for it.

Mr. President, I should like to make one further observation. I am not sure just what can be done with the RECORD. I know that remarks have been deleted. In some cases I think it was best that they were deleted. I know of one occasion when the distinguished Senator from West Virginia, for whom I have the highest respect, wanted to delete all of the kindly remarks made about me and some other Senators. He withheld his remarks for 30 days. I found that I could not get the remarks into the RECORD unless I made the remarks myself. I think the majority leader has brought up a very important question. Perhaps the Committee on Rules and Administration should go into it, in order to find out what can be done about it, what can be deleted, and what cannot be deleted from the RECORD. At least the Senator from West Virginia said he wanted to touch up his grammar, which is a very good reason, especially for home consumption.

Mr. LUCAS. But the Senator from Nebraska did not think it should take 30 days to do it.

Mr. WHERRY. He kept his remarks out of the RECORD for 30 days. I insisted that they be put into the RECORD. I could not get them even for the newspapers. Finally, because of the good sportsmanship of the Senator from West Virginia, he printed them in the RECORD exactly as the words had been spoken. In the meantime I had obtained a copy of the transcript. The point is: What can be done about it? If remarks are withheld for more than 30 days, they are never printed. How far can one go? The majority leader has touched on a point which is very far reaching indeed. I wish to conclude by saying that in view of what was said the Senator from Nevada certainly meant what he said. In fact, I believe if he had said all he wanted to say on the subject it would have made a voluminous record on the point at issue.

Mr. KNOWLAND. Mr. President, will the Senator yield?

The PRESIDING OFFICER. All time for debate has expired.

Mr. KNOWLAND. Mr. President, I ask unanimous consent that I may have the floor for one-half minute in order that I may propound a question to the distinguished minority leader.

The PRESIDING OFFICER. Is there objection to the request of the Senator from California? The Chair hears none, and it is so ordered.

Mr. KNOWLAND. Did I understand the Senator to say that, under the rules of the Senate, a Senator can withhold a colloquy between himself and another Senator, and if he withholds it for 30 days, it is never printed in the RECORD?

Mr. WHERRY. That is correct.

Mr. KNOWLAND. I think the rule ought to be changed, if that is the rule.

Mr. WHERRY. I am not saying it is the rule. It may be a precedent. At least I do not want to complain about the distinguished Senator from West Virginia. He was a good sport about it, and I want to give him credit for it. However, on looking into the matter I found that he could withhold his remarks, and he did so. It has been done in the House and it has been done in the Senate. If a speech is withheld for 30 days, it does not have to be printed at all.

Mr. MALONE. Mr. President, I rise to a question of personal privilege.

The PRESIDING OFFICER. Does the Senator from New Mexico yield?

Mr. CHAVEZ. The regular order, Mr. President.

Mr. MALONE. I rise to a question of personal privilege.

Mr. CHAVEZ. How long does the Senator intend to speak?

Mr. MALONE. One minute. Mr. President, I know that in the heat of debate things are said sometimes which perhaps would be stated in different language if we had a little more time to consider. As I remember, the debate yesterday evening was quite heated.

Mr. KEM. Mr. President, will the Senator speak louder?

Mr. MALONE. I remember that the debate last evening was quite heated. At least two Senators refused to yield after something had been said. However, the junior Senator from Nevada

certainly did not intend to violate any rule of the Senate.

I, too, wish to compliment the reporters. They rarely miss anything. How they get as much as they do is a mystery to me. Certainly, with more time I might have used different language in saying that there was little integrity left in Government.

However I did not have the time then and I do not have the time now to make the speech on the subject that I would like to make.

Perhaps opportunity will be offered later when I may really go into the question of how little integrity I believe there remains in Government at this time, with illustrations. If I offended the distinguished senior Senator from Illinois in any way I am sorry, but I did consider it necessary for my remarks, as I said them, to appear in the RECORD.

Mr. LUCAS. Will the Senator yield?

Mr. MALONE. I yield.

Mr. LUCAS. The Senator did not offend me at all. I merely called the matter to the attention of the Senate, with the hope that in the future all of us may be a little more careful in editing our remarks.

Mr. MALONE. Since the distinguished senior Senator from Illinois saw fit to bring the subject up at all, and since he understands that the words were actually said, the subject is closed. They were said for the RECORD during the debate. All I am concerned with now is to establish that fact. Since the question has been raised, and since the distinguished Senator from Massachusetts [Mr. SALTONSTALL] and at least one other Senator heard the remark, I think that ought to complete the discussion of the subject. So far as I am concerned it is completely and finally closed.

FEDERAL-AID HIGHWAY ACT OF 1950

The Senate resumed the consideration of the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

Mr. BYRD. Mr. President, I offer an amendment to strike out "\$125,000,000" and insert "\$112,500,000" on page 14, line 3, of the bill. It would give to the urban type of road exactly what is now being given.

Mr. MALONE. Mr. President, will the Senator yield?

Mr. BYRD. I cannot yield at this time. I want to make an explanation of my amendment.

Mr. President, the amendment would provide for that type of road exactly what is being provided at this time. The Senate adopted an amendment to reduce the appropriation for secondary roads and declined to reduce the appropriation for the primary system. I think we certainly should not spend more on the road system in this emergency than we are spending at this time.

I ask that the reduction be made. It amounts to \$12,500,000 with reference to the urban type of road.

Mr. HOLLAND. Mr. President, I hope the Senate will see fit to reject this

amendment. The amendment seeks to do for the urban system exactly what was sought to be done through the amendment recently voted down by the Senate in the case of the primary-aid system. In the case of the primary roads, the amendment sought to reduce the appropriation of \$225,000,000 to \$202,500,000. In each case the committee raised the amount by 1.9 percent of the amount of authorization which had heretofore prevailed, but in the case of the primary-aid system the Senate refused to cut off that amount, believing, I am sure, that the wear and tear on the roads made it necessary that the highways be not disturbed but be more generously supported than heretofore. The urban-aid system couples up with the primary-aid system to make extensive roads running not only to the cities, but through the cities and out on the other side. I think it would be most unreasonable to make this cut in the urban aid after we have declined to make exactly the same cut for the primary aid system, which is only that part of the system which is outside the great cities.

Mr. President, without debating the matter at length, there is exactly the same point applicable in exactly the same degree to the urban-aid system that was proposed a while ago to the primary-aid system.

I hope the Senate will stand by the action just taken and continue to conserve and provide for the construction of trunk highways, and that we shall complete the job by declining to adopt this particular amendment.

Mr. BYRD. Mr. President, I think it is far fetched to say that a reduction of \$12,500,000 in a total expenditure for roads of more than \$3,000,000,000 will have any great effect on the American road system.

In 1945 the States made expenditures on the highways amounting to \$833,000,000. They have now expended more than \$3,000,000,000. That is an increase of nearly four times in 4 years. These figures are from 1945 to 1949.

Mr. President, the States and localities have got to do something for themselves. I do not know of a State in the Union running at a deficit today. There may be some, but I do not know of any. The Federal Government is operating on a deficit. The deficit may be as much as \$10,000,000,000, \$15,000,000,000, or even \$20,000,000,000. No one knows what it will be. It will depend on how much we spend in this emergency.

I cannot agree with my distinguished colleague that this reduction will have any very serious effect. As a matter of fact, I think, very frankly, that the figures can be reduced in even greater amounts. I again emphasize that the expenditures of the States for roads have increased four times in 4 years. That is a large increase. The money will have to come from sources other than the Federal Government, because the Federal Government has very great burdens upon it which States, cities, counties, and localities do not have.

I hope the amendment will be agreed to.

The PRESIDING OFFICER. The question is on agreeing to the amend-

ment offered by the Senator from Virginia [Mr. BYRD].

Mr. BYRD. I ask for the yeas and nays.

The yeas and nays were ordered, and the roll was called.

Mr. LUCAS. I announce that the Senator from Kentucky [Mr. CHAPMAN], and the Senator from Wyoming [Mr. HUNT] are detained on official committee business.

The Senator from California [Mr. DOWNEY] is necessarily absent.

The Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] are absent on public business.

The Senator from Tennessee [Mr. KEFAUVER] is detained on official business.

The Senator from Pennsylvania [Mr. MYERS] is detained on official business, and if present would vote "yea."

The Senator from Florida [Mr. PEPPER] is detained on official business, holding hearings as chairman of a subcommittee of the District of Columbia Committee, and if present would vote "nay."

I announce further that if present and voting, the Senator from Kentucky [Mr. CHAPMAN], the Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] would vote "nay."

Mr. SALTONSTALL. I announce that the Senator from Washington [Mr. CAIN] and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Vermont [Mr. FLANDERS] is necessarily absent.

The Senator from South Dakota [Mr. GURNEY] and the Senator from Wisconsin [Mr. MCCARTHY] are detained on official business.

The result was announced—yeas 50, nays 32, as follows:

YEAS—50

Aiken	Hendrickson	O'Connor
Benton	Hickenlooper	Robertson
Brewster	Hoey	Russell
Ericker	Humphrey	Saltonstall
Bridges	Ives	Schoeppel
Butler	Jenner	Smith, Maine
Byrd	Johnson, Tex.	Smith, N. J.
Capehart	Kem	Taft
Donnell	Knowland	Thye
Douglas	Langer	Tobey
Dworshak	Lehman	Tydings
Ecton	Lodge	Watkins
Ferguson	Lucas	Wherry
Frear	McMahon	Wiley
Fulbright	Malone	Williams
George	Martin	Young
Gillette	Maybank	

NAYS—32

Anderson	Johnston, S. C.	Morse
Chavez	Kerr	Mundt
Connally	Kilgore	Murray
Cordon	Leahy	O'Mahoney
Darby	Long	Sparkman
Ellender	McCarran	Stennis
Graham	McClellan	Taylor
Green	McFarland	Thomas, Okla.
Hill	McKellar	Thomas, Utah
Holland	Magnuson	Withers
Johnson, Colo.	Millikin	

NOT VOTING—14

Cain	Gurney	Myers
Chapman	Hayden	Neely
Downey	Hunt	Pepper
Eastland	Kefauver	Vandenberg
Flanders	McCarthy	

So Mr. BYRD's amendment was agreed to.

Mr. JOHNSON of Colorado. Mr. President, I offer an amendment, and ask that it be stated.

The PRESIDING OFFICER. The Clerk will state the amendment.

The LEGISLATIVE CLERK. At the appropriate place in the bill it is proposed to add the following new section:

SEC. . No funds authorized to be appropriated by this act shall be paid to, or on behalf of, any State, Territory, county, or municipality, for the construction, reconstruction, improvement, or maintenance of any highway unless the Secretary of Commerce shall have received satisfactory assurances that no vehicle or combination of vehicles, unladen or with load, will be permitted upon such highway when the gross weight on the road surface through any axle of such vehicle or combination of vehicles exceeds 18,000 pounds. The provisions of this section shall not be applicable with respect to any State or Territory, or any political subdivision of such State or Territory, until the end of the first regular session of the legislature of such State or Territory convening after the enactment of this act.

Mr. JOHNSON of Colorado. Mr. President, we have been dealing with amendments for several hours offered in an effort to reduce the appropriations for highways. The amendment I offer I think is a more sensible approach, because it reduces the need for highway funds.

Mr. President, the purpose of my amendment is to bring about the adoption of a uniform 18,000-pound axle load limit in the 48 States. That is the maximum load limit now fixed by the laws of 34 States, and in 2 of those States, Illinois and Virginia, the maximum is 16,000 pounds, with a permissible axle load of 18,000 pounds on certain major highways. West Virginia's maximum is also 16,000, with exceptions permitting 22,000-pound axle loads on major highways in metropolitan areas. Only one State, Vermont, has no statutory maximum load limit. The remaining 13 States have statutory limitations varying from 19,000 to 22,400 pounds. I ask unanimous consent to have inserted in the RECORD at the conclusion of my remarks a tabulation showing the axle-load limitations in the various States.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

(See exhibit A.)

Mr. JOHNSON of Colorado. Mr. President, in recent testimony before the Senate Interstate and Foreign Commerce Committee, our Commissioner of Public Roads, in a well-documented statement, pointed out that in road planning and construction the principal factor that is used to determine supporting capacity is the axle load of vehicles. Irrespective of their particular type of construction or design, all roads are definitely limited in their axle load supporting capacity, and trucks are being overloaded.

Mr. President, the country's highways are being pounded to pieces by overweight and overloaded trucks. The evidence and research clearly disclose that excessive axle-loads cause serious damage to expensive highway construction.

As Commissioner MacDonald stated:

The useful life of most of the surfaced roads of the United States is shortened by axle loading in excess of 18,000 pounds. The laws of a large majority of the States fix 18,000 pounds as the maximum limit of permissible axle loading and roads have been built for the accommodation of the legally permissible load.

The American Association of State Highway Officials has recommended that axle loads be legally limited at 18,000 pounds. The Bureau of Public Roads subscribes to that recommendation.

I heard it stated on the floor of the Senate a few moments ago that Mr. MacDonald is the Nation's foremost road expert, and I believe that to be true.

Commissioner MacDonald made it plain that the 18,000-pound limit is not a limit arbitrarily selected. It was not picked out of thin air. It is a limit based upon the mathematical theories of highway design, confirmed by tests carefully conducted several years ago at Bates, Ill., and Arlington, Va. It is based on facts that are grounded in extensive research and experimentation and has been accepted as a proper and reasonable limit by most highway authorities. I want to point out again that the American Association of State Highway Officials are very much in favor of an 18,000-pound axle load limitation for all the States.

The testimony before our committee clearly demonstrated what I believe every Senator knows to be a fact, namely, that there is a decided upward trend in the gross weight of trucks traveling our highways. Not only are the trucks getting bigger and hauling larger loads, but the relative increase in the number of heavy trucks as against lighter trucks is very significant. For example, in 1936-37 vehicles with a gross weight of 20,000 pounds comprised approximately 25 percent, or an increase of more than 100 percent. And this relative increase skyrockets as the size of the truck increases. At 30,000 pounds the increase from 4 percent in the 1936-37 period to 15 percent in 1949 amounted to nearly 400 percent. The increase at 40,000 pounds was approximately 800 percent, and the increase in percentage of trucks in the 50,000-pound class shot up tenfold.

Mr. President, these are facts that we can no longer ignore if we are going to make any effort at all to maintain, preserve, and develop our highway system.

The chief executives of the several States and State highway officials are alarmed and worried over the rapid deterioration of our highways. If we do not stop that deterioration, those reductions in appropriations which have been suggested here today will, of course, be out of the picture for a long time to come.

The American Association of State Highway Officials in a resolution adopted at its October 1949 meeting, declared that the "ruinous practice of overloading our roads is destroying our primary highways faster than we can rebuild or re-plan them."

I say, Mr. President, that they are being destroyed faster than we can vote appropriations to replace them.

Mr. TOBEY. Mr. President, will the Senator yield?

Mr. JOHNSON of Colorado. I cannot yield. I do not have time.

Mr. Samuel C. Hadden, chairman of the Indiana Highway Commission, in a speech delivered on July 26, 1949, said:

A greatly augmented and still increasing number of heavy trucks and trailers, operating for long distances at high speeds, is destroying our roads faster than we can find the money with which to replace them.

N. E. Lant, chief engineer of the Louisiana Department of Highways, in an article in the December 1949 issue of Louisiana Highways, stated:

Louisiana limits its trucks to 18,000 pounds per axle, under a recently enacted law. That weight is just about the top limit that most of our present roads can bear, most engineers agree. It is even possible that 18,000 pounds may be too high.

The Illinois Highway and Traffic Problems Commission, in its report on a highway-improvement program for Illinois, submitted in February 1949 to the Illinois General Assembly, said:

The disastrous effect of excessive loads on the highways is illustrated vividly by a test section on Illinois route 83 from United States route 66 south to the Santa Fe Railroad, that has been under observation by the division of highways for a number of years. This section is a concrete pavement that was built in 1933. The road regularly carries trucks heavily loaded with petroleum products on its north-bound lane from Lockport and Lemont to Chicago, these trucks returning empty on the south-bound lane. Petroleum trucks constitute about 30 percent of the truck traffic. Surveys made in August of 1944 and 1945 showed that over half of the loaded trucks on the north-bound lane exceeded both the allowable gross load and the axle load limit of 18,000 pounds.

I want Senators to listen to this. This is what happened on this very test:

There have been more structural failures of every type in the northbound lane than in the southbound lane, and in 1944 it was necessary to replace 1,400 feet of the northbound lane as compared to a replacement of 52 feet of the southbound lane.

Governor Duff, of Pennsylvania, gave a specific example of the damage that these highway freighters are causing. Addressing the Governors' Conference at Colorado Springs in June 1949, the Governor said:

We have been trying to find out in Pennsylvania, as accurately as we can, what damage has been done to our highways by heavy trucks. Here is one example that our highway department has cited to me of a prominent road that meets our Pennsylvania Turnpike.

The PRESIDING OFFICER.. The time of the Senator from Colorado has expired.

Mr. JOHNSON of Colorado. Mr. President, I ask unanimous consent to have printed in the RECORD the remainder of my address.

The PRESIDING OFFICER. Without objection, it is so ordered.

The remainder of the statement of Mr. JOHNSON of Colorado is as follows:

The Governor of Pennsylvania continued: "This road leads to Harrisburg in one direction, and to a city by the name of Carlisle in the other. I might say that this

route, known as route No. 11, was built at one time, by one contractor, under identical road specifications. As the truck traffic and the heavy traffic from the Turnpike goes over this highway toward Harrisburg, the upkeep of the highway department is \$4,900 per mile per year, and on another part of the same road, which has ordinary traffic—built at the same time and by the same contractor—the upkeep is \$350 per mile per year. In other words, the ratio is about 16 to 1.

"On the Turnpike itself, where the heavy vehicles use the outside lane, the deterioration of the Turnpike on those lanes is marked as compared with the inside lanes.

"On the other end of the Pennsylvania Turnpike as it goes toward Pittsburgh—to show that there was nothing strange about the eastern extension where it goes into Harrisburg—we have the same experience with reference to deterioration when it carries the immense traffic from the Turnpike.

"Our highway department is definitely of the opinion that overloaded trucks are unqualifiedly producing a major deterioration to our highways, even the first-class highways."

Think of it. Maintenance costs of \$4,900 per mile per year for the portion of the highway that is used by these huge trucks as against \$350 per mile per year for that part of the road which accommodates normal traffic. There is a limit, Mr. President, to what the taxpayers of the country can endure in the way of taxes to build and maintain highways. The Federal Government should not continue to send highway money into those States that have neglected or failed to set up some reasonable standards to limit the axle loads of these mammoth highway freighters. The present system with its lack of uniformity is unfair to the great majority of States that have realized the danger and have established the 18,000 pound standard, and it is unfair to the taxpayers generally who are footing the bill.

In conclusion, Mr. President, let me summarize the reasons why this amendment should be adopted: It will eliminate State barriers in the way of conflicting regulations on axle loads and bring the 14 States with greater limits into line with the 34 States that now have an identical axle load limit, thus permitting free movement of interstate commerce by motor vehicle. It will afford some measure of protection for existing highways and bridges, with lessened maintenance and replacement costs. It will help the States to withstand the pressure and demands for highways that would require extremely expensive construction and inordinate maintenance costs if truck limits go unchecked. Lastly, it will add to the public safety.

To those who would say that this is a State problem and that the Federal Government should not interfere, I say that interstate commerce is national in concept and it must be treated as such, with due regard for the rights of the several States. I am convinced that for the good of all the States the amendment which I have proposed should be adopted. As the late Chief Justice Stone pointed out in his Fifty Years of Work of the Supreme Court:

"Great as is the practical wisdom exhibited in all the provisions of the Constitution, and important as were the character and influence of those who secured its adoption, it will, I believe, be the judgment of history that the commerce clause and the wise interpretation of it, perhaps more than any other contributing element have united to bind the several States into a Nation."

Mr. JOHNSON of Colorado. Mr. President, I ask unanimous consent to have printed at this point in the RECORD two newspaper articles dealing with the subject under consideration.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

NOW TRUCKERS BATTLE UNIFORM LOAD LAWS
(By James Daniel, Rocky Mountain News
Washington correspondent)

WASHINGTON, August 15.—The trucking industry is being offered something it has cried for for a generation.

And now it doesn't want it.

Ever since highway truckers began to compete with the railroads for the heavy traffic of industry, their lobbyists have called for national uniformity in regard to weight and size regulations.

Senator Ed C. JOHNSON (Democrat, Colorado), chairman of the Interstate and Foreign Commerce Committee, now proposed to give it to them through an amendment to the pending \$550,000,000 Federal aid to highways bill.

It would deny United States road funds to any State which cannot convince the Secretary of Commerce that it is enforcing a limit of 18,000 pounds on every truck axle.

THEY WANTED UNIFORMITY

The 18,000-pound limitation was recommended prior to the war by the American Association of State Highway Officials.

And the American Trucking Association, which is Washington headquarters for the big commercial truck lines, has been fighting it ever since.

Now, the truckers carried on during the thirties and forties a Nation-wide campaign for uniform laws, so the same truck loaded with the same weight of goods could roll from coast to coast without getting in trouble with any State's highway police.

Actually, they campaigned for State laws raising the load limits.

ONLY WAY, JOHNSON SAYS

As a result, four States now permit axle loads of 22,000 pounds, 4,000 pounds above what the vast majority of the Nation's highways are estimated to stand.

Senator JOHNSON figures his amendment is the only way left to hold the trucks in check, and preserve the Nation's investment in highways. The alternative, he said today, is to build very much more expensive highways.

[From Transport Topics, truckers' house organ, August 21, 1950]

RECENT NEW JERSEY TRUCK LEGISLATION DRAWS ATTACK FROM ASSOCIATION LEADER

NEW YORK.—Recent legislation adopted in New Jersey involving truck transportation is sharply criticized as damaging to truckers and shippers in an article by Barclay W. Fox, president of the New Jersey Motortruck Association and New Jersey vice president of American Trucking Associations, appearing in the current issue of Babaco News, released last week by Babaco Alarm Systems of New York.

The new law, which becomes effective January 1, constitutes a three-pronged attack on motor transportation, according to Mr. Fox.

"It increases license fees an average of 25 percent, imposes severe axle-weight limitations, and provides severe fines for overloading which compel many operators and shippers to install expensive weighing equipment," he asserts.

"The combined effect of these three major changes in the motor-vehicle law will be to compel both public and privately owned carriers to make many changes in their operating programs that will unquestionably so increase costs that they cannot be absorbed by the industry, but eventually will have to be passed on in the form of higher tariff and delivery costs," is the conclusion of Mr. Fox, who is affiliated with Anchor Motor Freight Corp.

Mr. Fox says the New Jersey action is particularly unfortunate coming as it does just as the NJMTA was launching its new long-range public-relations program. He said this program is continuing and will be expanded. Part of it is a road service designed to check and report irresponsible or dangerous driving practices and operate as a self-policing machinery on the part of truck operators. When expanded, this road-patrol service will cover all major State highways, two-way radio making it doubly effective.

EXHIBIT A

AXLE-LOAD LIMITS PRESENTLY PRESCRIBED BY STATE LAWS

The 18,000-pound axle-load limit is prescribed as the maximum in the following 34 States: Alabama, Arizona, Arkansas, California, Colorado, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, Oregon, South Dakota, Tennessee, Texas, Utah, Virginia, Washington, West Virginia, Wyoming.

West Virginia permits 22,000 pounds on major highways in metropolitan areas.

One State, Vermont, has no statutory maximum load limit. The remaining 13 States have limits in excess of 18,000 pounds, as follows: Connecticut, 22,400; Delaware, 20,000; Maine, 22,000; Maryland, 22,400; Massachusetts, 22,400; New Hampshire, 22,000; New Jersey, 22,400; New York, 22,400; Ohio, 19,000; Pennsylvania, 20,000; Rhode Island, 22,400; South Carolina, 20,000; Wisconsin, 19,000.

(The limit in the District of Columbia is 22,000 pounds.)

Mr. TOBEY. Mr. President, may I ask the Senator from Colorado from whose statement he was reading when I asked him to yield?

Mr. McCLELLAN. Mr. President by the agreement under which we are operating who has the right to the floor?

The PRESIDING OFFICER. The Senator from New Mexico [Mr. CHAVEZ].

Mr. CHAVEZ. Mr. President, I yield time to the Senator from Arkansas [Mr. McCLELLAN].

Mr. McCLELLAN. Mr. President, I gladly yield to the Senator from New Hampshire for a question.

Mr. TOBEY. Mr. President, I do not have a question to ask. I have a 2-minute speech to deliver, and it is a good speech.

Mr. JOHNSON of Colorado. Mr. President, the Senator from New Hampshire asked me from whose statement I was reading. I will say to the Senator it was that of N. E. Lant, chief engineer of the Louisiana Department of Highways.

Mr. TOBEY. Mr. President, I ask the Senator from Colorado: Does the distinguished Senator realize that the railroads of the country are opposed to this legislation?

Mr. JOHNSON of Colorado. I do not know anything about that.

Mr. TOBEY. I am telling the Senator they are, or ought to be.

Mr. JOHNSON of Colorado. I have not talked to any representatives of the railroads about it.

Mr. TOBEY. I am telling the Senator they are or ought to be.

Mr. JOHNSON of Colorado. I do not know anything about that.

Mr. McCLELLAN. Mr. President, I decline to yield further at this time.

Mr. WHERRY. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. WHEERRY. How much time remains for those opposed to the amendment?

The PRESIDING OFFICER. The Chair understands that 5 minutes remain to those opposed to the amendment.

Mr. McCLELLAN. Mr. President, I am not familiar with the amendment. The subcommittee had nothing of this character before it. We have held no hearings on it. The matter was not presented, and therefore the committee is hardly in a position to judge. Some Senators of their own personal knowledge may know enough about the subject to pass on its merits.

Mr. SALTONSTALL. Mr. President, will the Senator yield for a question or a brief statement?

Mr. McCLELLAN. Yes.

Mr. SALTONSTALL. Does the Senator from Arkansas know that during the war—I happen to know it because I was on the executive committee of the Governors' Conference—all 48 States got together and presented an agreement respecting load limits to the Federal Government, as a result of which there was no stoppage of the Army trucks, no stoppage of Federal military trucks because of the different weight limits and the different regulations in the various States? That action was taken by the 48 States, without any action on the part of the Federal Government. It was done through cooperation, with the idea of getting together on this problem. Is that not the way to do it, rather than to have the Federal Government dictate to the States?

Mr. McCLELLAN. That probably is true.

Mr. THYE. Mr. President, will the Senator yield?

Mr. McCLELLAN. I am sorry I cannot yield because of the limitation of time. I will read a telegram, and give as much information as I have to give respecting the subject matter. The telegram is addressed to me under date of August 22, 1950, as follows:

WASHINGTON, D. C., August 22, 1950.

HON. JOHN L. McCLELLAN,
Senate Office Building,

Washington, D. C.:

Re Senator JOHNSON, Colorado, amendment H. R. 7941, Federal-aid road bill limiting axle load 18,000 pounds all Federal-aid roads, urge you oppose on grounds more than dozen States have permitted by law somewhat greater axle loads and present vehicles operating have been designed to operate lawfully. This amendment gives no grandfather right and this equipment must be operated at reduced efficiency if at all with resultant depriving owners of return on their investment made under existing law but of greater importance is fact these States mainly in Northeast where bulk of Nation's industrial capacity vital to defense production in present precarious international situation is located. They will have truck transport capacity reduced when vitally needed. No broad hearings have been held on this amendment. Roads Commissioner MacDonald testified under resolution 50, Senate Interstate Commerce Committee, giving opinions based tests made dates road Illinois and Arlington Farms 29 years ago with World War

I Packard Army trucks with solid tires. Meanwhile States now undertaking new tests spending \$500,000, half Federal money. See my statement sent you last week. MacDonald testified recent meeting State governors council, White Sulphur Springs, adopted his recommendation in report submitted by their staff. This is gross misstatement as governors did not adopt report but referred to separate States for study.

JOHN V. LAWRENCE,
American Trucking Associations.

Mr. President, I yield 1 minute to the Senator from New Hampshire. First, however, I wish to say that if this amendment is adopted, it will simply have to be studied in conference. I do not know whether the amendment will be the best thing or the wise thing in regard to the highways.

Now I yield to the Senator from New Hampshire.

Mr. TOBEY. Mr. President, I shall take only a minute.

This amendment is unreasonable, Mr. President. We favor the position of the American Highway Association. The Senate should let this matter be handled on the basis of the maximum gross weight for highway use. New Hampshire has a limit of 22,000 pounds per axle, and New Hampshire has the administrative right to do anything that is needed for its roads.

So, Mr. President, we should permit each State to stand on its own feet in this connection. We should not permit this matter to be regulated by the Federal Government. Let the States exercise the power to regulate this matter in accordance with their own best judgment. That is what we in New Hampshire and what all those in New England wish to have done. Let the rest of the country follow New England and act accordingly.

Mr. President, I ask unanimous consent to have inserted at this point in the RECORD a telegram and a letter which bear on these matters.

There being no objection, the telegram and letter were ordered to be printed in the RECORD, as follows:

MANCHESTER, N. H.,
August 19, 1950.

Senator CHARLES W. TOBEY,
Senate Office Building,
Washington, D. C.:

Your urgent study of Johnson amendment to H. R. 7941, Senate consideration Tuesday, requested. Eighteen thousand pounds axle limitation at this time would be an unreasonable and dangerous deterrent to overland transportation. All New England carriers by State laws are geared to higher axle loads. Your opposition to the Johnson amendment is imperative to New England economy and emergency effort.

NEW HAMPSHIRE TRUCK OWNERS' ASSOCIATION.

NEW HAMPSHIRE TRUCK
OWNERS' ASSOCIATION, INC.,
Manchester, N. H., August 21, 1950.

CHARLES W. TOBEY,
Senate Office Building,
Washington, D. C.

DEAR SENATOR: Reference is made to our recent telegram in the matter of Senate consideration of H. R. 7941, and specifically the Johnson amendment (Senator Ed JOHNSON of Colorado).

Your attention is called to the evidence submitted to you by the American Trucking

Associations on the subject, and particularly the direct impact of the Johnson amendment on the New England States, including New Hampshire.

It is to be remembered that States with an 18,000-pound axle limitation invariably permit longer vehicles with multiple axles and a resultant greater gross load.

Relatively short over-all lengths are a mechanical necessity in New England, due to congestion in our cities and because of antiquated loading facilities at shipping points.

It would appear that even in normal times the Johnson amendment would impose an economic hardship on New England. Today, when we are faced with a serious emergency, it most emphatically appears that Senator JOHNSON has been ill-advised and the amendment calls for your most exacting scrutiny.

We have not forgotten the many unnecessary and utterly nonsensical restrictions that were placed on this industry in World War II.

We urgently suggest that motor transportation be not hampered in the present emergency.

Very truly yours,

NEW HAMPSHIRE TRUCK OWNERS'
ASSOCIATION, INC.,
A. J. STABY, Secretary-Manager.

Several Senators addressed the Chair. Mr. MCFARLAND. Mr. President, what kind of record is being made here? Senators must proceed one at a time.

I ask unanimous consent that the Senator from Louisiana [Mr. ELLENDER] and the Senator from Pennsylvania [Mr. MYERS] be permitted to make insertions in the RECORD at this time.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. ELLENDER. Mr. President, I am in full agreement with the statement made by the distinguished Senator from New Hampshire [Mr. TOBEY] that this matter should be left to the States. I am opposed to the amendment of the Senator from Colorado.

Mr. President, in this connection, I ask unanimous consent that a letter addressed to me by James P. Babington, secretary-manager of the Louisiana Motor Transport Association, at Baton Rouge, La., under date of August 21, 1950, be printed at this point in the RECORD.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

LOUISIANA MOTOR TRANSPORT
ASSOCIATION, INC.,
Baton Rouge, La., August 21, 1950.

HON. ALLEN J. ELLENDER,
United States Senator,
Senate Office Building,
Washington, D. C.

DEAR SENATOR: Senator JOHNSON of Colorado has filed an amendment to H. R. 7941, the Federal aid road bill, now pending before the Senate. The amendment provides that Federal aid be denied any State, Territory, county or parish, or municipality for construction, improvements or maintenance of any highway on which axle loads of more than 18,000 pounds are permitted.

I understand this bill has already passed the House and will come before the Senate very shortly.

Louisiana authorizes 16,000 pounds on all tandem axles, and 18,000 pounds on single axles. This, of course, is gross weight. The total gross weight on any trailer shall in no event exceed 36,000 pounds, regardless of the number of axles under it. Nor shall the total gross weight on the rear or loaded

carrying axles on a truck or semitrailer exceed 18,000 pounds in any event; nor shall in any event the total gross weight on the rear or load carrying axle of a tandem truck semi-trailer exceed 32,000 pounds where the axles are less than 8 feet apart, nor exceed 36,000 pounds where they are more than 8 feet apart.

Louisiana does, however, permit the issuance of an overload permit up to 24,000 pounds per axle, this is done so a truck operator can move equipment such as drag lines, bull dozers, oil field drillings rigs, boilers, and other heavy equipment used in road construction work, etc.

Any type of legislation that would interfere with the movement by truck of the type equipment just mentioned, would certainly curtail, even shut down entirely the discovery, development, and productions of natural gas and petroleum within the State of Louisiana. You, of course, know that our great State depends largely on these natural resources for revenue.

I might mention that the railroads have never and cannot render the type of service required for this heavy equipment. Even though they might be sponsoring this amendment, in the same manner as they do with respect to any legislation which might affect truck and water service, even though they cannot perform this service themselves.

The Louisiana Motor Transport Association, representing approximately 100,000 trucks in Louisiana, urges your serious consideration with reference to this amendment and ask that you vigorously support the defeat of this amendment.

Thanking you for the courtesies extended in the past, I remain,

Yours very truly,

JAMES P. BABINGTON,
Secretary-Manager.

Mr. MYERS. Mr. President, let me now read the list of States which have—

Mr. CHAVEZ. Mr. President—

Mr. JOHNSON of Colorado. Mr. President—

The PRESIDING OFFICER. The Senate will be in order. The Official Reporter is unable to hear when several Senators insist upon speaking at the same time.

Mr. CHAVEZ. Mr. President, what time is available?

The PRESIDING OFFICER. All time on the amendment has expired.

Mr. McCLELLAN. Mr. President, I ask unanimous consent that the Senator from Pennsylvania be permitted to make an insertion in the Record at this time.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. MYERS. Mr. President, I desire to place in the Record a list of the names of the States which now permit an axle limit in excess of the 18,000-pound limit provided in the pending amendment. Those States are Connecticut, Delaware, the District of Columbia, Maine, Maryland, Massachusetts, New Hampshire—

Mr. CHAVEZ. Mr. President, I do not mind having insertions made in the Record, but I should like to yield to my colleague for at least 10 seconds.

Mr. MYERS. Massachusetts is also included in the list, Mr. President.

The PRESIDING OFFICER. Without objection, the matter referred to will be printed at this point in the Record.

Mr. MYERS. Mr. President, I have not finished reading the list, and I have the floor.

Mr. JOHNSON of Colorado. Mr. President, a point of order: I have already placed in the Record the identical material the Senator from Pennsylvania now is attempting to read into the Record. That material was placed in the Record a few minutes ago.

Mr. CHAVEZ. Mr. President, all this is happening in time which should be devoted to something else.

Mr. MYERS. Mr. President, the time available on the amendment has expired, and the Senator from Arkansas obtained unanimous consent for me to read this material into the Record, after the time on the amendment had expired.

Mr. WHERRY. Oh, no.

Mr. CHAVEZ. Oh, no; the consent which was obtained was that the matter referred to be placed in the Record.

Mr. President, how much time is available?

The PRESIDING OFFICER. All time on the amendment has expired.

Mr. ANDERSON. Mr. President—

The PRESIDING OFFICER. The Senator from New Mexico is recognized.

Mr. THYE. Mr. President, I ask unanimous consent that I may be allowed to proceed for 1 minute, and during that minute I will state the reason why I make the request.

The PRESIDING OFFICER. The Chair has recognized the Senator from New Mexico, but will recognize the Senator from Minnesota thereafter.

Mr. ANDERSON. Mr. President, I ask unanimous consent that I may be absent from the session for the remainder of this afternoon and for the remainder of this week.

The PRESIDING OFFICER. Without objection, consent is granted.

Mr. THYE. Mr. President, I ask unanimous consent that I may be permitted to proceed for 1 minute in connection with the pending amendment.

Mr. MYERS. Mr. President, reserving the right to object, I should like to finish reading the names I was endeavoring to state. I was about half way through the list, and then I was taken off the floor.

The PRESIDING OFFICER. If the Senator wishes to ask unanimous consent for the purpose he has stated, he may make such a request.

Mr. CHAVEZ. Mr. President, if the Senator from Pennsylvania reads the names and also obtains unanimous consent to have the list of names placed in the Record, they will appear twice in the Record. Certainly that is unnecessary.

The PRESIDING OFFICER. Is the Senator from Pennsylvania making a unanimous-consent request?

Mr. MYERS. Mr. President, I ask unanimous consent that I may read the list of the names of the States which come in the category to which I was referring.

The PRESIDING OFFICER. Is there objection?

Mr. CHAVEZ. Mr. President, let us understand what the situation will be from now on. I can be just as patient as

anyone else can be, but I do not like to have my patience abused. From now on I shall object, even if my good friend requests unanimous consent for some purpose which would be of assistance in connection with his reelection.

Mr. MYERS. Mr. President, let me inquire whether the Senator from New Mexico objects to the request I have made.

Mr. CHAVEZ. I am not objecting now, but I should like to have the Senate complete action on this bill, instead of having Senators take time to advertise something.

Mr. WHERRY. Mr. President, reserving the right to object, let me say I shall not object to the request for unanimous consent, as submitted by the Senator from Pennsylvania, provided that 1 minute is allowed the Senator from Minnesota.

Thereafter, if the Senator from New Mexico will insist on the maintenance of the position he has stated, I shall support him in it.

The PRESIDING OFFICER. Does the Senator from Nebraska so request?

Mr. WHERRY. Yes, in behalf of the Senator from Minnesota, in view of the fact that an extra minute is being allowed the Senator from Pennsylvania, to permit him to insert certain names into the Record.

The PRESIDING OFFICER. Without objection, it is so ordered.

At this time the Senator from Pennsylvania may proceed for not more than 1 minute.

Mr. MYERS. Mr. President, let me advise the official reporter that I am completing reading the list of the names of the States which now permit an axle load in excess of 18,000 pounds. Those States are as follows: Connecticut, Delaware, the District of Columbia, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, Rhode Island, South Carolina, Vermont, and Wisconsin—in all, 14 States and the District of Columbia.

Mr. THYE. Mr. President—

The PRESIDING OFFICER. In accordance with unanimous consent previously given, the Senator from Minnesota is recognized for 1 minute.

Mr. THYE. Mr. President, this afternoon, at about 2 o'clock, I received a telephone call from the Northwest, informing me that in the Northwest it is impossible to obtain sufficient grain boxcars on either of the railroads going into the Northwestern States of the Dakotas, Montana, and western Minnesota. I communicated with Colonel Johnson, chairman of the Interstate Commerce Commission, and also with Mr. King, of the Interstate Commerce Commission. Of course, Colonel Johnson was in charge of transportation during the war years.

Colonel Johnson informs me that at no time during World War II was there so great a shortage of boxcars in connection with the movement of grain as the shortage which exists at the present time, and he also informs me that he can see no relief in sight in the immediate future, or even during the present year, in view of the fact that more boxcars

are being taken out of service than are coming into service.

Mr. President, in view of the shortage of boxcars and the fact that grain is being dumped on the ground in the Northwest at the present time, where undoubtedly the grain will spoil, it is obvious that it is not possible to impose a limit on the loads of trucks using the highways, because if in that way we restrict the movement of freight by truck, we shall throw a greater burden on the railroads, but the railroads are not now equipped to move either all the freight or all the grain which they are being asked to move.

So, Mr. President, I say that if we impose such a restriction in regard to truck axle loads, we shall create a difficulty even greater than the one now confronting us.

I thank the Senate for hearing me.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Colorado [Mr. JOHNSON].

The amendment was rejected.

Mr. SALTONSTALL. Mr. President, on behalf of my colleague [Mr. LODGE] and myself, I offer the amendment identified as "8-3-50-B," and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. On page 21, beginning in line 19 with the word "approved", it is proposed to strike out through the word "Roads" in line 20 and insert in lieu thereof the following: "which meet the standards required under the Federal Highway Act at the time such facility is constructed."

Mr. SALTONSTALL. Mr. President, this is an amendment on page 21, line 19. It is a very simple amendment. At the present time the States cannot obtain funds or contributions from the Federal Government unless their roads meet the specifications of the Federal Government. The bill as it is now drafted would require approval by the Commissioner of Public Roads in advance of construction. I am informed by the commission of public works of Massachusetts that the Federal Government contributes toward extending the sections of our State roads, and that it requires from 1 to 3 years to obtain the necessary permit. If permission were required in advance, then we should have to hold up for a period of anywhere from 1 to 3 years construction of some roads, portions of which are to be built by the State. That would delay the construction of an entire new section of highway.

We are perfectly agreeable to having the Federal Government set standards and to comply with such standards, as required by the present law; but we hope the law will not be changed to require approval in advance.

So I trust this very simple amendment will be adopted. It will not be detrimental to the Federal system in any way, and it will facilitate the building of roads in the States, a thing which we all want.

Mr. HENDRICKSON. Mr. President, I wish to call up my amendment 8-18-

50—S, as a substitute for the amendment of the Senator from Massachusetts.

Mr. McCLELLAN. Let me first answer the argument of the Senator from Massachusetts in order that we may preserve the proper proportion of time. If a substitute is permitted to be offered now, we would be entitled to 5 minutes also on the substitute. For the moment, therefore, I desire to proceed for 5 minutes in opposition to the original amendment.

The PRESIDING OFFICER. The Senator from Arkansas is recognized. The Senator from New Jersey may offer his amendment later.

Mr. McCLELLAN. Mr. President, this bill provides, with reference to the bond provision, that when any State or county issues bonds, and so forth, Federal-aid funds may be used to retire such bonds. It then says:

Provided, That payment of Federal funds on the principal indebtedness of such bonds shall be made only on account of any such facility that is constructed in accordance with plans and specifications approved in advance of construction by the Commissioner of Public Roads.

Unless we are simply going to remove all supervision, control, and restriction with reference to these Federal funds, I think the provision should be retained in the bill. As I understand the amendment, it is desired to change it a little, by saying, "which meet the standards required under the Federal Highway Act at the time such facility is constructed." The bill presently requires that payment of Federal funds be made only on account of such facility, if it is constructed in accordance with the plans approved. In other words, if Federal aid is desired, it is necessary to obtain approval before construction. We certainly do not want to open up the back door to Federal funds by permitting the construction of roads which do not have Federal approval.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. McCLELLAN. I am glad to yield.

Mr. SALTONSTALL. As I understand, my amendment merely proposes to return to the present provision of the law. It does not propose a change in the present law, which provides that a State shall not receive payments unless the road complies with the Federal requirements.

Mr. McCLELLAN. Is the Senator trying to make it applicable retroactively, that is, to make it apply to roads constructed in the past, on which bonds have been issued? This provision of the bill simply provides that in the future, if the Federal-aid money is expected to be used for the retirement of bonds, the construction must be approved by the engineers and must be in accordance with plans.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. McCLELLAN. I am glad to yield.

Mr. SALTONSTALL. I am informed by the Public Works Commission of Massachusetts that the approval sometimes takes from 1 to 3 years. There may be a section of road as to which we have Federal funds, and there will be another

section where we have only State funds. We want to be in a position to go ahead.

Mr. McCLELLAN. The Senator is misinformed, because no Federal-aid highways or roads are constructed with Federal money unless the plans are approved in advance. A road may be constructed with State money, allocated to the particular road, but if Federal aid is desired, the plans must be submitted by the highway department of the State, and approved in advance. That is all the bill would require.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. SALTONSTALL. Under the present law a State cannot obtain any funds unless the road meets the specifications. In other words, the State lays down its own specifications. If those specifications do not meet the Federal requirements, then the State cannot get the money. If they do meet the Federal requirements, the State can get the money. All we want to do is to be able to go ahead.

Mr. McCLELLAN. That is exactly what this provides for, in my opinion.

Mr. SALTONSTALL. No; because at the present time no roads can be built until the plans have been approved in advance by the Commissioner of Public Roads.

Mr. McCLELLAN. That is correct. That is the way we operate now on all the systems. Federal-aid highway money is not obtainable on any project until the plans are submitted and approved and the allocation made. Money is not even allocated to any particular road project until the plans have been submitted to the State highway department and approved by the Bureau of Public Roads. Let us keep it that way, for this and all other purposes.

Mr. HENDRICKSON. Mr. President, I now desire to call up my amendment S, which is in the nature of a substitute.

The PRESIDING OFFICER. The clerk will state the amendment.

The LEGISLATIVE CLERK. Beginning on page 21, line 3, it is proposed to strike out through page 22, line 5.

The PRESIDING OFFICER. The question is on the amendment offered by the Senator from New Jersey as a substitute for the amendment offered by the Senator from Massachusetts.

Mr. McCLELLAN. That proposes to strike out all of paragraph (c), does it not?

Mr. HENDRICKSON. That is correct.

Mr. President, the purpose of this amendment is to strike out in toto subsection (c) of section 5 of the committee amendment. This provision, as approved by the committee, allows the States to accept Federal-aid road funds for the purpose of retiring bonded indebtedness incurred by them for the construction of federally approved road projects. To my mind, this section of H. R. 7941 not only permits, but even encourages profligate State and local borrowing for the purpose of highway construction and holds out an implied Federal promise to dole out moneys to

them in the future. While I recognize that this subsection specifically states that it "shall not be construed as a commitment or obligation on the part of the United States," I submit that actions speak louder than words and the net effect of this provision will be as I have described it.

Mr. President, I am not alone in this belief. In his testimony before the committee on S. 3424, Elmer B. Staats, Assistant Director of the Bureau of the Budget, said:

The Bureau of the Budget believes that this provision raises serious problems. * * * The highway program is, of necessity, a continuing one which will require a sustained level of expenditures for many years to come. The use of Federal funds to retire highway bonds would have a double effect. On the one hand, it would permit States to increase at this time their construction program to meet current highway needs. On the other hand, unless increased Federal funds were made available at a future date, this provision could seriously hamper the ability of States to meet their actual construction needs in the future, since Federal-aid funds at that time would be used for retiring bonds rather than for actual construction.

Mr. Staats continued:

This provision also could be interpreted as an implied commitment on the part of the Federal Government to maintain future Federal highway aid at a level adequate to assure the retirement of bond issues.

Mr. President, Mr. Albert S. Goss, master of the National Grange, also appeared to oppose this provision for three separate reasons: First, because it would encourage the States to issue bonds on the dangerous assumption that Federal funds will be forthcoming; second, because it would guarantee a tremendous annual or biannual pressure drive on Congress by the States to maintain a high level of Federal-aid funds to safeguard their obligations; and last, because a pay-as-you-go course is the only safe one in this field where so much yet remains to be learned.

While the State highway department in my own State of New Jersey does not oppose this provision, there is a definite feeling that only the most careful use of this provision should be made by any State lest they completely foreclose future construction by committing themselves in advance under this section of H. R. 7941.

Incidentally, the leading claim made in support of this provision is that it will speed up the construction of vitally needed highways. With that object, Mr. President, I am in full accord, but I feel that there is an easier solution to this problem if speed and haste are desired.

I would eliminate the extension provisions in this subsection and throughout the bill which require that all State plans for highway construction must be approved in detail in advance by the Federal Bureau of Public Roads. All of us who have been active in State affairs remember the long and costly delays in our State plans while awaiting Federal approval. On this matter, however, my esteemed colleague from Massachusetts [Mr. SALTONSTALL] has already spoken.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. HENDRICKSON. I gladly yield.

Mr. SALTONSTALL. Does not the Senator agree with me entirely that under the present law, whether it be a bond issue or cash that is involved, the State goes ahead with its specifications, and if those specifications are lived up to, it receives the money, and if they are not lived up to, it does not get the money?

Mr. HENDRICKSON. That is correct.

Mr. President, I strongly urge the adoption of my amendment.

Mr. WHERRY. Mr. President, will the Senator yield for a question?

Mr. HENDRICKSON. I yield.

Mr. WHERRY. Does the State or municipality have to have its construction approved in advance, or does it build the highways, and then if they meet the Federal specifications, use the money to retire the bonds?

Mr. HENDRICKSON. I think it could operate either way.

Mr. WHERRY. They now have to get the construction approved in advance of receiving the money?

Mr. HENDRICKSON. That is what I understand.

Mr. WHERRY. And the Senator wants to keep it that way?

Mr. HENDRICKSON. Yes. I do not want to allow a new provision to become law which will encourage States to borrow more and more money.

The PRESIDING OFFICER. The Senator's time has expired.

Mr. FERGUSON. Mr. President, will the Senator yield?

The PRESIDING OFFICER. There is no time to yield.

Mr. WHERRY. Mr. President, this was a substitute amendment, and the mover has used his 5 minutes. Does not the opposition receive 5 minutes in which to reply?

Mr. FERGUSON. Mr. President, will the Senator yield 1 minute in order that I may speak in opposition to the amendment.

The PRESIDING OFFICER. The Senator from Massachusetts offered an amendment to the bill.

Mr. FERGUSON. That is correct.

The PRESIDING OFFICER. And the Senator from New Jersey proposed to strike the portion of the bill to which the amendment of the Senator from Massachusetts applied. The amendment of the Senator from Massachusetts takes precedence over the amendment of the Senator from New Jersey.

Mr. McCLELLAN. Mr. President, it is not a question of which takes precedence. The question is whether it permits two arguments for the proponents of the amendment, and we have 5 minutes to oppose the substitute amendment.

-I yield 1 minute to the Senator from Michigan.

Mr. FERGUSON. Mr. President. I should like to give my judgment on this question. The city of Detroit, the city of Grand Rapids, and other cities need access highways. If Senators could come to the city of Detroit today they would see that the city is attempting to build access highways at the rate of one

mile a year. In other words, we dig holes in the ground and are unable to construct the road because we can not get enough money. If we can submit our plans in advance and have them passed on, we can use the money as it comes in the regular course of business, and can build highways. In case of an atomic-bomb attack, unless we have access highways in cities like Detroit, the people will not be able to get out and there will be a great calamity because of the lack of access highways. It would take us 14 years to build a 14-mile highway, whereas, under the bill, we can do it in 3 years, and the United States Government will not be committed to the expenditure of one dollar, because the bill provides specifically that it shall not be construed as a commitment or an obligation on the part of the United States to provide the funds.

Mr. McCLELLAN. Mr. President, I was very reluctant to support this provision in the bill during the course of the committee's consideration of it, but I became convinced that there were many areas, particularly in urban localities, where this provision would enable them to do their construction immediately by issuing bonds, whereas those projects can hardly be constructed on a piecemeal basis. That is the problem before us. It enables the States to pledge their funds and have money to match Federal funds and carry on their programs.

Mr. AIKEN. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. AIKEN. I am wondering if it would be possible for a State administration to spend highway money or tie it up.

Mr. McCLELLAN. They cannot tie up Federal funds, but the administration would not have to apply the funds.

Mr. AIKEN. Under some circumstances they might have to.

Mr. McCLELLAN. I do not mean by compulsion of law. I should hate to see the first amendment prevail, because the fact that the Federal Government is providing a part of the money should make no more difference so far as concerns approving the projects and paying the money than in the case of the other highway programs.

I earnestly insist, Mr. President, that the first amendment submitted by the able Senator from Massachusetts [Mr. SALTONSTALL] be defeated, and certainly, if he wants this particular character of construction in urban areas, which need to issue bonds, we should defeat the substitute amendment. I hope both amendments will be defeated.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Massachusetts [Mr. SALTONSTALL]. [Putting the question.] The "noes" seem to have it.

Mr. SALTONSTALL. Mr. President, I ask for a division.

On a division, the amendment was rejected.

The PRESIDING OFFICER. The question recurs on agreeing to the

amendment of the Senator from New Jersey [Mr. HENDRICKSON]. [Putting the question.] The "noes" seem to have it.

Mr. HENDRICKSON. Mr. President, I ask for a division.

On a division, the amendment was rejected.

Mr. GRAHAM. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The clerk will state the amendment offered by the Senator from North Carolina.

The LEGISLATIVE CLERK. On page 17, line 24, beginning with the colon, it is proposed to strike out down through "Secretary of Commerce" on page 18, line 12.

On page 18, line 17, to strike out "\$13,000,000" and insert "\$16,000,000"; and in line 18, commencing with the colon, to strike out down through "Provided further" in line 4 on page 19, and insert "Provided."

Mr. GRAHAM. Mr. President, this amendment would accomplish, as we see it, three desirable objectives. First, it would eliminate the provision for dual administration of parkway projects by the Interior Department and the Department of Commerce. It would keep the administration of such projects in the Interior Department where such projects have always been. Such concentration of responsibility is in accordance with plan No. 3, providing for the reorganization of the Department of the Interior. The Department of the Interior has long experience and first-hand knowledge regarding park and parkway projects which have to be integrated with other developments, such as road construction, recreation grounds, camp areas, and other public uses which are part of the master plan for each parkway and park area. These are related to the scenic and scientific resources which the law makes the responsibility of the Secretary of the Interior to maintain.

The amendment would keep the responsibility where it has historically and legally long belonged—under the single and unified direction of the Secretary of the Interior.

Mr. CHAVEZ. Mr. President, I wonder if the Senator from North Carolina would be willing to divide his amendment into two parts. One would change the control from the Bureau of Public Roads to the Interior Department; the other part is a question of appropriation.

Mr. GRAHAM. That is correct.

Mr. CHAVEZ. In view of the action of the Senate this afternoon, I should be willing to take to conference that part of the amendment that would follow the idea of the Senator from North Carolina to leave the matter within the Department of the Interior.

I do not know whether I would be willing to go along with the item of appropriation.

Mr. GRAHAM. We will divide it into two parts.

The PRESIDING OFFICER. Will the Senator divide it into two parts in accordance with the request of the Senator from New Mexico?

Mr. GRAHAM. I agree that the amendment may be divided, in accordance with the Senator's request.

The National Park Service of the Interior Department and the Bureau of the Public Roads of the Commerce Department have had a good working arrangement for 25 years. The amendment would keep it so, and it would keep the responsibility, and the final responsibility, in the Department of the Interior.

The amendment provides for less restrictive legislation regarding amounts for maintenance and minor projects for road construction. It has not been the practice in authorization acts to specify detailed limitations 2 or 3 years ahead of their actual use. The detailed amounts cannot be calculated that far ahead. Weather conditions, floods, slides, and so forth, often change the picture. Moreover, the proportion of funds to be used for minor projects cannot be specified several years in advance. It is more businesslike to specify such details at the time of the appropriation.

That is the first part of the amendment, Mr. President.

I should like to emphasize that the second part is a matter of real economy. It is a matter of real economy to fill in the gaps in that great parkway, which leads into an area where live 7,000,000 people. The Government has put a great amount of money into the project. However, there are two or three gaps which impair the value of the Government's investment, and in some respects even nullify the value of the investment. Our proposal is to add \$3,000,000 as a part of the over-all program for these six parkways, which would also take account of the Baltimore-Washington Parkway, and meet the original appropriation of the House, which was \$13,000,000. When we add the Baltimore-Washington Parkway, it makes the total amount \$16,000,000.

The addition by the Senate committee of a contract authorization clause for \$3,000,000 to permit contracts to be advertised for work on the Baltimore-Washington Parkway has the effect of reducing to \$10,000,000 the amount voted by the House for the six already authorized parkways. This amendment would restore this reduction and provide for the Baltimore-Washington Parkway and still be \$4,000,000 less than recommended by the budget and the President.

We in North Carolina, Virginia, and in eastern America are interested especially in completing the gaps in the Blue Ridge Parkway between the Shenandoah and the Great Smokies. These gaps are in roads which are part of a system which connects with an area in which live 70,000,000 Americans. By this amendment these millions could have direct and unbroken connection with some of the most beautiful recreational areas in the country. This is a protected roadway along the backbone of eastern America, and would also serve the interest of our national defense. The Nation has made heavy investments in making accessible for motor travel the magnificent scenery of the Appalachians

and the wholesome recreational grounds. The parkway also connects with such strategic centers as the veterans' hospital at Oteen, the TVA, and the great Oak Ridge laboratories. The few gaps in the parkway impair, and in some respects nullify, the usefulness of this heavy investment. It is like unto a man who has a costly overcoat which lacks buttons to give it its full value. The gaps in the roads are comparable to the buttons missing on a valuable overcoat. Let us put the buttons on and prevent waste of a valuable, significant, and strategic investment and still be \$4,000,000 under the \$20,000,000 recommended by the budget and the President.

This is not an appropriation but an authorization, subject to scrutiny and review by the Congress and subject to future developments and world conditions when appropriation bills are presented.

I suggest that the chairman of the committee accept the amendment and take it to conference. The chairman may be able to work it out on a proportionate basis.

Mr. CHAVEZ. If the economizers in the Senate will agree to it, since the Senator has divided the amendment into two parts, the committee would be willing to accept them and take them to conference.

The PRESIDING OFFICER. Will the Senator state which part he has accepted?

Mr. CHAVEZ. We accept both parts. We believe a separation should be made for the reason that we may have to yield on one and not on the other.

The PRESIDING OFFICER. Will the Senator state for the Record how they should be separated?

Mr. WHERRY. If the amendments are accepted, would the amount of the appropriation be raised?

Mr. CHAVEZ. By \$3,000,000. That is why I said it would depend on whether the economizers would go along.

Mr. WHERRY. I do not know whether I would qualify, not being on the committee, but I believe the amount ought to be the subject of a vote. I do not want to increase any amounts.

Mr. CHAVEZ. We could have a vote on the first branch of the amendment. The bill now provides that the Secretary of Commerce shall have jurisdiction over the policy. The amendment of the Senator from North Carolina would do away with that and place the responsibility on the shoulders of the National Park Service of the Interior Department.

Mr. WHERRY. I offer a substitute amendment to provide that the amount authorized shall be the same as that appropriated in 1948.

Mr. HOLLAND. Mr. President, I hope the Senator from Nebraska will withhold his substitute amendment for the part of the amendment which has to do with the formula because it seems to me it is important that the traditional method of handling be preserved, instead of changed. The bill provides for the first time that the Bureau of Public Roads shall have joint responsibility with the Department of the Interior in

deciding where roads shall be built, when they shall be built, and so forth. Heretofore the Department of the Interior has had complete responsibility and simply called on the Bureau of Public Roads to furnish engineering assistance and help in the actual construction.

Mr. WHERRY. In view of the statement that what the Senator wants to do now is have a determination on the formula, I withhold my amendment temporarily to see what the vote will be on the formula.

Mr. HOLLAND. I hope the traditional method of handling the subject by the Interior Department and the Bureau of Parks will be preserved and restored by the adoption of the first portion of the amendment.

Mr. O'MAHONEY. Mr. President, my attention has been called to the amendment, and I heard the chairman of the committee say he would be very willing to accept the amendment if it were divided into two parts. I take it that there is no objection at all by any Senator to the part of the amendment which strikes out the reference to the Secretary of Commerce, and makes an additional amendment on line 4, page 19, and that the only change that the Senator from Nebraska pointed to was that which had to do with the fund. I wonder if it cannot be agreed that all of the amendment, with the exception of that having to do with the amount, may be accepted. That is what I understood the Senator to say.

Mr. HOLLAND. That would be wholly acceptable to the Senator from Florida. The Senator from New Mexico has returned to the floor.

Mr. O'MAHONEY. Immediately before the Senator from Nebraska rose, I understood the Senator from New Mexico to say that he would be willing to accept the amendment, provided it was divided into two parts. His purpose was to separate the provision concerning the amount of money from the rest of the amendment.

Mr. CHAVEZ. That is correct.

Mr. O'MAHONEY. The suggestion of the Senator from Nebraska had to do only with the lines in the amendment dealing with the fund. I am asking whether it is agreeable to the Senator from New Mexico to accept all of the amendment save that which has to do with the fund. That could be worked out later with the Senator from Nebraska.

Mr. CHAVEZ. For the moment, in order to clear the record and to get ahead, I shall accept the amendment dealing with matters other than the fund.

Mr. WHERRY. Inasmuch as the distinguished Senator has accepted the language, which is the formula, I shall be glad to modify my amendment to make the figure read "\$13,000,000." That is what the House allowed. They must have been justified in inserting that figure.

Mr. CHAVEZ. Does the Senator object to the amount?

Mr. WHERRY. I do not wish to object to it if the Senator will accept it.

Mr. CHAVEZ. How can I accept it? We already have \$13,000,000 in the bill.

The PRESIDING OFFICER. The Senator desires a separate vote on the two parts?

Mr. CHAVEZ. We have already accepted one part. We are voting now to change the figure from \$13,000,000 to \$16,000,000.

The PRESIDING OFFICER. The Senate would have to vote on the amendment which the committee accepts.

Mr. WHERRY. I ask for a vote.

Mr. GRAHAM. Mr. President, in view of the fact that I did not use all my time, may I make a few observations?

The PRESIDING OFFICER. The Senator has 1 minute remaining.

Mr. GRAHAM. I stand for good business. The Government has made a great investment in this parkway. There are two or three gaps in it which nullify the value of the great investment. My proposal is to fill in those gaps so that the people of the whole eastern area can use the parkway. It also leads into the area of the Oak Ridge laboratories and the Oteen Veterans' Hospital. Many of our people who use Fords and Chevrolets would like to have that thoroughway to Asheville.

They would also like to use the recreational facilities.

Mr. CORDON. Mr. President, it would be equivalent to building a primary highway financed by the Federal Government 100 percent.

Mr. GRAHAM. Of course, the State has invested a great deal of money in this project. In fact, all three States—Tennessee, Virginia and North Carolina—have done so. It is just good business to fill in a few gaps in a good investment.

The PRESIDING OFFICER. The Senator's time has expired.

Mr. WHERRY. Mr. President, I desire to offer an amendment.

Mr. O'MAHONEY. A parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. O'MAHONEY. Inasmuch as the chairman of the Committee on Public Roads has accepted all this amendment with the exception of those lines dealing with the fund, and inasmuch as it appears that there is no objection to that, would it not be proper now, since the amendment is divided, to have the portion which the chairman has agreed to accept, and then take up the question of the amount?

The PRESIDING OFFICER. The question is on agreeing to the part of the amendment offered by the Senator from North Carolina which deals with the formula.

The formula portion of the amendment was agreed to.

The PRESIDING OFFICER. The question now is on agreeing to the part of the amendment raising the amount from \$13,000,000 to \$16,000,000. [Putting the question.] The "noes" have it.

Mr. CHAVEZ. Division, Mr. President.

Mr. WHERRY. The Chair announced the decision.

Mr. CHAVEZ. No, he did not.

Mr. WHERRY. I thought he did.

The PRESIDING OFFICER. The Chair had announced the decision. The Chair said the portion of the amendment relating to the increase in the amount was rejected.

Mr. SALTONSTALL. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 13, beginning in line 12, with the word "Said", it is proposed to strike out through page 14, line 2.

Mr. SALTONSTALL. Mr. President, this amendment, if adopted, would leave the law as it now is. The committee has inserted some new language in the law which makes it very difficult for us in Massachusetts and New England generally to operate.

Mr. President, in New England the counties do not amount to very much in doing business. We have the city, town, and State governments. Under the language the committee has inserted, a State cannot proceed with any State highway without getting the approval of and proceeding in cooperation with the county officials.

In Massachusetts, for instance, we have today a principal highway going to Newburyport from Boston, which is one of our principal highways, route 1. The road is being rebuilt in another location and will become a Federal primary road. The old road will become a secondary road, but it is completely a State road. The county has nothing to do with it. There could be no money spent with Federal cooperation on that road unless every county and unless every town involved gave its permission.

We have no objection to the secondary-road funds as the law now exists, but if the language inserted by the committee prevails, it will make it almost impossible for the State to get Federal funds for the ordinary secondary roads in Massachusetts. I believe I speak for all of New England, as well as Massachusetts.

Mr. CORDON. Mr. President—

Mr. SALTONSTALL. I yield a minute to my colleague from Oregon.

Mr. CORDON. Mr. President, first I ask the sponsor of the amendment whether he would consent to having his amendment amended so as to strike out the period in line 12 and add the words "as amended" in lieu of what is stricken, so as to make the full effect of the amendment the elimination of the provisions of the committee amendment, and the full application of his amendment to the law as it now stands.

Mr. SALTONSTALL. Mr. President, I have looked up that matter, and I modify my amendment as the Senator suggests.

Mr. CORDON. Mr. President, I support the amendment of the Senator from Massachusetts, because I believe it is essential for the orderly development of the highways of the United States under the National Highway Act. The Highway Act of 1944 gives to the Pub-

lic Roads Administration discretion to expend money on secondary roads and on post roads, and all school bus roads, and, by the 1948 amendment, also on county and township roads. The committee amendment makes it mandatory to expend all secondary funds on rural roads unless there be a finding that it is impractical to do that.

I do not understand how such a finding could be made. It would seem to me that all portions of the United States will be better served if we proceed under the law of 1944, with the 1948 amendment, which leaves discretion in the highway commissions and the Public Roads Administration to reach all types of public roads in every State with the secondary road money.

The VICE PRESIDENT. The question is on agreeing to the amendment of the Senator from Massachusetts.

Mr. SALTONSTALL. Mr. President, have I any time left?

The VICE PRESIDENT. The Senator has 3 minutes.

Mr. SALTONSTALL. Mr. President, the provision of the bill I seek to strike out seems to us in New England an unwise discrimination. It is unwise because it cuts down the use of Federal funds, or changes the manner in which they may be best spent in cooperation with the State governments to improve the State highway systems. If this provision is adopted in its present form, it will practically eliminate any Federal funds helping out in many of our secondary highways.

Mr. President, I trust that the committee will accept the amendment, or at least take it to conference.

Mr. STENNIS. Mr. President, the Senator from New Mexico has placed me in charge of the time, and I yield 2 minutes to the Senator from Oklahoma.

Mr. KERR. Mr. President, the Highway Act of 1944 contains this language with reference to the item in the bill now being discussed:

One hundred and fifty million dollars for projects on the principal secondary and feeder roads, including farm-to-market roads, rural free delivery mail and public-school bus routes, either outside of municipalities or inside of municipalities of less than 5,000 population.

This bill provides that the funds shall be expended only on country roads or county roads, roads of that type, unless the State highway department finds on a factual basis in any State that it will be impracticable to expend such funds, and in that event the funds shall be spent in that State, for such percentage as the State highway department shall certify, on other secondary roads or secondary highways, including State highways in said States.

All this does is to provide for spending the money on farm roads, and the States which do not have farm roads can spend the money otherwise. It merely carries out the spirit of the farm-to-market road law which has been written on the books from the very start, but which has never been followed.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. KERR. I yield.

Mr. WHERRY. What the Senator means is that it is mandatory that the money be spent for construction of farm-to-market roads, unless the State makes a finding otherwise.

Mr. KERR. That it is not practical to do so; yes.

Mr. WHERRY. So without such a finding the money cannot be diverted from construction of farm-to-market roads?

Mr. KERR. It means that the farm-to-market money will be spent on farm-to-market roads.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. KERR. The Senator from Massachusetts has had his time in which to present his position.

Mr. STENNIS. Mr. President, I yield 1 minute to the Senator from North Dakota [Mr. YOUNG].

Mr. YOUNG. Mr. President, there is more need for this provision in the Midwest and the Northwest than probably in any other area in the United States. We need this type of road there not only to get us out of the mud but to get us out of the snow. The provision is supported by all three major farm organizations. It is supported by the governors of our States. It is made more necessary because of the fact that our farming is now more mechanized. We have done away with the horse who used to get us out of the mud and get us through the snow. As a result of being more mechanized and making greater use of automobiles, the farmers are paying a higher percentage of the gas tax than they ever did before.

I thank the Senator from Mississippi for yielding me time to make this statement.

Mr. STENNIS. Mr. President, I yield 1 minute to the Senator from Minnesota.

Mr. THYE. Mr. President, this provision is offered in order that the township roads and the farm-to-market roads will have some consideration. In all the years of Federal-aid to highways the primary or the secondary roads have had most of the attention and all the construction, and the farmer has been too often plowing through the mud or he has been shoveling himself out of snowdrifts, rather than having had the advantage of good highways in his community on which to get to and from his farm. So I say, Mr. President, that if ever there was a need for legislation of this kind it is now, when the farmer is faced with the need for increasing his production and increasing the efficiency of his farm units. He can greatly increase that efficiency providing he has a stable road on which to travel to market with his loads of grain, milk, and livestock, and on which the school bus which is trying to serve the community, can travel with safety.

Mr. STENNIS. Mr. President, how much time have I left?

The VICE PRESIDENT. The Senator from Mississippi has 1 minute left.

Mr. STENNIS. I wish to assure the membership of the Senate that the language which is now in the bill will not permit any Federal money to be spent on any kind of a project until it has

first been approved by the Federal Bureau of Public Roads. That certainly excludes the idea of being able to parcel this money out on so-called trails.

The next point is that in my opinion the State of Massachusetts has a perfect right to apply the money to roads in that State, because the language on page 13 expressly provides that if this policy is impractical in any State or in any part of a State, then all that has to be done is to certify that fact, which releases the money to be spent on a major-type road.

Mr. SALTONSTALL. Mr. President, will the Senator yield?

Mr. STENNIS. I have only seconds left. Will the Senator be very brief?

Mr. SALTONSTALL. I shall be extremely brief. The proviso the Senator has mentioned and which the Senator from Oklahoma has mentioned that when the appropriate local officials certify that—

Mr. STENNIS. I beg the Senator's pardon. Not the local officials. It is the State officials, the State highway commissioner and the Bureau of Public Roads.

The third point is that this matter has been very carefully worked out. It has the approval of Mr. MacDonald, the Commissioner of Public Roads. It has the approval of the president of the American Association of State Highway Officials. It has the approval of Mr. White, of Iowa, a man nationally recognized as an authority on roads of this type. It has the unanimous support of the subcommittee which handled the bill. It has the unanimous support of the entire Public Works Committee. I submit the amendment on its merits.

The VICE PRESIDENT. The question is on agreeing to the amendment of the Senator from Massachusetts [Mr. SALTONSTALL], for himself and his colleague [Mr. LODGE], as modified.

Mr. SALTONSTALL. On the amendment I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. STENNIS. Mr. President, will the Chair state the question?

The VICE PRESIDENT. The question is on the amendment offered by the Senator from Massachusetts [Mr. SALTONSTALL], for himself and his colleague, as modified.

Mr. CHAVEZ. I suggest the absence of a quorum.

The VICE PRESIDENT. The Secretary will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

Alken	Graham	Long
Benton	Green	Lucas
Bricker	Hendrickson	McCarran
Bridges	Hickenlooper	McCarthy
Butler	Hill	McClellan
Byrd	Hoey	McFarland
Chapman	Holland	McKellar
Chavez	Humphrey	McClellan
Connally	Ives	Magnuson
Cordon	Jenner	Malone
Darby	Johnson, Colo.	Martin
Donnell	Johnson, Tex.	Maybank
Douglas	Johnston, S. C.	Millikin
Dworschak	Kem	Morse
Ellender	Kerr	Mundt
Ferguson	Kilgore	Myers
Flanders	Knowland	O'Connor
Fulbright	Langer	Pepper
George	Lehman	Russell
Gillette	Lodge	Saltonstall

Schoeppel
Smith, Maine
Smith, N. J.
Sparkman
Stennis
Taft

Taylor
Thomas, Utah
Thye
Tobey
Tydings
Watkins

Wherry
Wiley
Williams
Withers
Young

The VICE PRESIDENT. A quorum is present.

The question is on the amendment of the Senator from Massachusetts [Mr. SALTONSTALL] for himself and for his colleague, as modified. On this amendment the yeas and nays have been ordered. Those favoring the amendment will answer "yea" when their names are called. Those who oppose the amendment will answer "nay" when their names are called.

Mr. SALTONSTALL. Mr. President, may the amendment as modified be read at this time.

The VICE PRESIDENT. Without objection, the amendment as modified will be stated.

The CHIEF CLERK. On page 13, line 12, beginning with the period, it is proposed to strike out all down to and including line 2 on page 14, and insert the words "as amended."

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from Massachusetts [Mr. SALTONSTALL] for himself and his colleague [Mr. LODGE], as modified.

On this question the yeas and nays have been ordered, and the Secretary will call the roll.

The Chief Clerk called the roll.

Mr. MYERS. I announce that the Senator from New Mexico [Mr. ANDERSON] is absent by leave of the Senate.

The Senator from California [Mr. DOWNEY] is necessarily absent.

The Senator from Mississippi [Mr. EASTLAND], the Senator from Delaware [Mr. FREAR], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] are absent on public business.

The Senator from Wyoming [Mr. HUNT] is absent on official committee business.

The Senator from Tennessee [Mr. KEFAUVER], the Senator from Rhode Island [Mr. LEAHY], the Senator from Montana [Mr. MURRAY], the Senator from Wyoming [Mr. O'MAHONEY], the Senator from Virginia [Mr. ROBERTSON], and the Senator from Oklahoma [Mr. THOMAS] are detained on official business.

I announce further that if present and voting, the Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], the Senator from West Virginia [Mr. NEELY], and the Senator from Oklahoma [Mr. THOMAS] would vote "nay."

Mr. SALTONSTALL. I announce that the Senator from Washington [Mr. CAIN] and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Maine [Mr. BREWSTER], the Senator from Indiana [Mr. CAPEHART], the Senator from Montana [Mr. ECTON], and the Senator from South Dakota [Mr. GURNEY] are detained on official business.

The result was announced—yeas 21, nays 56, as follows:

YEAS—21

Aiken
Benton
Bricker
Bridges
Cordon
Ferguson
Flanders

Green
Hendrickson
Ives
Kem
Lehman
Lodge
McMahon

Morse
Saltonstall
Smith, Maine
Smith, N. J.
Taft
Tobey
Williams

NAYS—56

Butler
Byrd
Chapman
Chavez
Connally
Darby
Donnell
Douglas
Dworschak
Ellender
Fulbright
George
Gillette
Graham
Hickenlooper
Hill
Hoey
Holland
Humphrey

Jenner
Johnson, Colo.
Johnson, Tex.
Johnston, S. C.
Kerr
Kilgore
Knowland
Langer
Long
Lucas
McCarran
McCarthy
McClellan
McFarland
McKellar
Magnuson
Malone
Martin
Maybank

Millikin
Mundt
Myers
O'Connor
Pepper
Russell
Schoeppel
Sparkman
Stennis
Taylor
Thomas, Utah
Thye
Tydings
Watkins
Wherry
Wiley
Withers
Young

NOT VOTING—19

Anderson
Brewster
Cain
Capehart
Downey
Eastland
Ecton

Frear
Gurney
Hayden
Hunt
Kefauver
Leahy
Murray

Neely
O'Mahoney
Robertson
Thomas, Okla.
Vandenberg

So the amendment as modified, offered by Mr. SALTONSTALL for himself and Mr. LODGE, was rejected.

Mr. MAYBANK, Mr. SALTONSTALL, and Mr. DOUGLAS addressed the Chair.

Mr. DOUGLAS. Mr. President, I have an amendment.

The VICE PRESIDENT. The Senator from South Carolina is recognized.

Mr. MAYBANK. Mr. President, I have an amendment at the desk, which I ask to have read.

The VICE PRESIDENT. The Secretary will state the amendment.

The LEGISLATIVE CLERK. On page 33, between lines 19 and 20, it is proposed to insert the following new section and renumber all succeeding sections accordingly:

SEC. 16. (a) The definitions of the terms "bridge" and "bridge owner" contained in section 1 of the act of June 21, 1940, entitled "An act to provide for the alteration of certain bridges over navigable waters of the United States, for the apportionment of the cost of such alterations between the United States and the owners of such bridges, and for other purposes" (54 Stat. 497; 33 U. S. C. 511), are amended to read as follows:

"The term 'bridge' means a lawful bridge over navigable waters of the United States, including approaches, fenders, and appurtenances thereto, (a) which is used and operated for the purpose of carrying railroad traffic, or both railroad and highway traffic, and (b) if a State, a political subdivision thereof, or a municipality is the owner or a joint owner thereof, which is used and operated for the purpose of carrying highway traffic.

"The term 'bridge owner' means any corporation, association, State, municipality, or other political subdivision, partnership, or individual owning any bridge, and, when any bridge shall be in the possession or under the control of any trustee, receiver, trustee in bankruptcy, or lessee, said term shall include both the owner of the legal title and the person or entity in possession or control of such bridge."

(b) Section 13 of such act of June 21, 1940 (54 Stat. 502; 33 U. S. C. 523), is amended by striking out the words "used for railroad traffic."

Mr. MAYBANK. Mr. President, I merely desire to state that the amendment simply defines the word "bridge." It asks for no appropriation, no authorization.

Mr. FERGUSON. Mr. President, will the Senator yield for a question?

The VICE PRESIDENT. Does the Senator from South Carolina yield to the Senator from Michigan?

Mr. MAYBANK. If the Senator does not mind, I should like to continue my statement first. There has been some controversy in the Department of the Army, in connection with condemning railroad bridges and having railroad bridges repaired, under the so-called Truman-Hobbs Act, and in condemning State highway bridges. There happens to be one bridge in my State. There happens to be a bridge in Boston over the Chelsea River; another, over the Fore River, at Portland, Maine. I note the Senator from Maine is not present at the moment. There happens to be another bridge over Indian River, at Winter Beach, Fla.; a highway swing bridge over lower Main Avenue, in the city of Cleveland, Ohio; and a bridge over the Illinois River, at Peoria, Ill., for which the Appropriations Committee made an appropriation.

This amendment is not for the purpose of asking any funds. All that I am asking is that the Truman-Hobbs Act be so interpreted that, as well as paying for railroad bridges, State highway bridges can be paid for. I have a brief statement which I ask to have printed in the RECORD at this point in my remarks.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

My amendment supplements the provisions of the Truman-Hobbs Act. This act applies only to railroad bridges, or to bridges that are used for both highway and railway traffic, but does not apply in any way in the case of a bridge devoted solely to highway traffic.

The purpose of my amendment is twofold:

First, it would redefine the term "bridge" over navigable waterways so as to include a bridge used exclusively for highway traffic. Secondly, my amendment would also redefine the term "bridge owner" so as to include a bridge owned by a State, municipality, or other political subdivision.

No specific appropriation will be needed to carry out the purposes of my amendment since the Truman-Hobbs Act carries sufficient authorization for the appropriation of such sums as may be necessary to carry out its provisions.

A brief history of the operation of the Truman-Hobbs Act will still further indicate the necessity of approving my amendment. Since the Truman-Hobbs Act became public law, a total of 9 orders have been issued by Secretary of the Army for bridge alterations involving railway traffic. All orders have been completed at a cost of \$2,417,200 to the bridge owners and \$11,217,800 to the Government. However, in the case of highway bridges not covered under the Truman-Hobbs Act, a total of six orders have been issued for alteration but only three have been completed. In one of the three instances

where the work has been completed, the project was delayed for several years. The Congress finally appropriated \$25,000 for the removal of the bridge by the United States (Public Law 374, 79th Cong.).

Whether we judge the merits of this amendment on the basis of the operation of the Truman-Hobbs Act, or upon the projected operations under this amendment to the act, it would seem desirable to include highway bridges owned by States, counties, or municipalities. This is the sole purpose of my amendment and I urge its prompt approval.

Mr. MAYBANK. When I have concluded, I shall yield to the Senator from Michigan for a question. Whether we judge the merits of this amendment on the basis of the operation of the Truman-Hobbs Act, or upon the projected operations under this amendment to the act, it would seem desirable to include highway bridges owned by States or counties. This is the sole purpose of the amendment. In other words, if the Army engineers order something to be done with a railroad bridge, it must be done out of the funds we appropriate. If they order something done in connection with a State highway system, or in connection with a county highway system, the State or county must wait until the funds are made available by the Appropriations Committee, or by someone else. I now yield to the Senator from Michigan.

Mr. FERGUSON. Is this amendment applicable only to condemnation procedures?

Mr. MAYBANK. It is applicable only to condemnation procedures by the Army; that is correct.

Mr. FERGUSON. The Defense Department now has power to condemn railroad bridges, has it not?

Mr. MAYBANK. It has.

Mr. FERGUSON. The Senator wants to make this applicable to State, county, municipal and other subdivisions, is that correct?

Mr. MAYBANK. That is correct.

Mr. FERGUSON. And it would be used for the national defense?

Mr. MAYBANK. That is correct.

Mr. WHERRY. Mr. President, will the Senator yield?

Mr. MAYBANK. I yield.

Mr. WHERRY. The distinguished Senator from Maine [Mr. BREWSTER] apparently is off the floor at the moment, but I know that if he were present he would ask Members of the Senate to vote favorably on this amendment. He wanted to associate himself with the remarks of the distinguished Senator from South Carolina.

Mr. CHAVEZ. Mr. President, the chairman of the committee is willing to take this amendment to conference, but I think the Senate should be advised as to what the situation is. This would change the basic law. Of course, the amendment is subject to a point of order, which the Senator from New Mexico is not going to make. But I think the Senate should be advised, so there will be no misapprehension as to what is being done. When the Army engineers condemn a tract of land for a railroad, the railroad now pays only for that part which is beneficial to the railroad; the

remainder is supposed to be paid by the Federal Government. The change that will be brought about if the amendment of the Senator from South Carolina is adopted is that it will apply to other classes of transportation facilities. It affects railroads, instead of bridges. That is not within the present law, so it will change the law. We are willing to accept the amendment and take it to conference.

The VICE PRESIDENT. The question is on agreeing to the amendment offered by the Senator from South Carolina [Mr. MAYBANK].

The amendment was agreed to.

Mr. MAYBANK. Mr. President, for the benefit of the conferees, I ask that the letter from the Department of the Army, Corps of Engineers, be printed in the RECORD at this point in my remarks.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

DEPARTMENT OF THE ARMY,
Washington, June 28, 1950.

HON. BURNET R. MAYBANK,
United States Senate,
Washington, D. C.

DEAR SENATOR MAYBANK: Reference is made to telephone request of June 27, 1950, by Mr. Douglas, of your office, in connection with orders to alter bridges issued by the Secretary of the Army under the provisions of the act of Congress of June 21, 1940, for alteration of obstructive railroad and combined railroad and highway bridges, and under the provisions of the River and Harbor Act of March 3, 1899, for other obstructive bridges.

Since the passage of the act of Congress of June 21, 1940, there have been orders to alter issued on nine railroad bridges. The enclosed tabulation shows the year in which the order was issued, along with the estimated cost to the bridge owner and the United States. In addition, two railroad bridges which were ordered to be altered prior to 1940 came under the retroactive provisions of the act. These bridges were the Kansas City Southern Railway Co. bridge, and Texas & New Orleans Railroad Co. bridge, both across the Neches River at Beaumont, Tex. The cost to the railroads was about \$228,000, and the Government about \$658,000.

In connection with highway bridges ordered altered under the provisions of the River and Harbor Act of March 3, 1899, there are six bridges for which orders have been issued since 1939.

1. Johns Island Highway Bridge over the Intracoastal Waterway, South Carolina, issued to the South Carolina State Highway Department in 1950, requires the bridge to be altered to provide a horizontal clearance of not less than 100 feet normal to the channel at the present location, and not less than 80 feet if located at least 1,000 feet from the bend.

2. Meridian Street Bridge over the Chelsea River at Boston Harbor, Mass., issued to the city of Boston in 1940 requires the bridge to be altered to provide a drawspan affording a horizontal clearance of 175 feet. Subsequent extensions have been given, the latest in 1950 requires that by July 31, 1950, a section of the existing bridge shall be removed to provide a clear horizontal opening of 175 feet.

3. Vaughan River Bridge across Fore River at Portland Harbor, Maine, issued to Portland Bridge District in 1939 requires the bridge to be altered to provide a drawspan affording a horizontal clearance of not less than 100 feet normal to the axis of the channel, provided that plans therefor shall have the prior approval of the Chief of Engineers and the Secretary of the Army. Subsequent

extensions have been given, the latest in 1950 was issued to the State highway commission as the bridge district is no longer in existence.

4. Winter Beach Bridge over Indian River at Winter Beach, Fla., issued to the Board of County Commissioners, Indian River County, Vero, Fla., in 1947 required the bridge to be partially removed within 5 months from date of service of the order, and completely removed within 2 years. An examination made at the end of the 2-year period revealed that the structure had been removed in accordance with the order.

5. Lower Maine Avenue Highway Swing Bridge over Cuyahoga River at Cleveland, Ohio, issued to the city of Cleveland in 1944 required the bridge to be removed riverward of the established dock lines; the piers and protection to be removed to a minimum depth of 30 feet below low water datum. The war emergency period and industrial strikes delayed the work. However, it was satisfactorily completed on December 12, 1947.

6. Peoria Upper Free Bridge over the Illinois River at Lorentz Avenue, Peoria, Ill., issued to the city of Peoria, Ill., in 1943 required the removal of the swing span, center pier, and the center pier fender protection, the pier and protection to be removed to a depth of 10½ feet below Pool Stage, elevation 440.2. The work was delayed and on May 2, 1948, Congress, by Public Law 374, Seventy-ninth Congress, appropriated \$25,000 for removal of the bridge by the United States.

Sincerely yours,

W. E. POTTER,
Colonel, Corps of Engineers, Acting
Assistant Chief of Engineers for
Civil Works.

Orders issued for bridge alterations under
act of June 21, 1940

Bridge	Order issued	Estimated cost	
		By bridge owner	By Government
1. Central R. R. of New Jersey, Hackensack River, Kearny, N. J.	1941	\$5,000	145,000
2. Seaboard Air Line R. R., Savannah River, Savannah, Ga.	1946	168,000	1,564,000
3. Southern Ry. Co., Tombigbee River, Jackson, Ala.	1947	758,000	1,212,000
4. Beaufort & Morehead R. R. Co., Newport River, Morehead City, N. C.	1947	41,200	373,800
5. Norfolk & Portsmouth Belt Line R. R., Elizabeth River, Norfolk, Va.	1947	296,000	1,518,000
6. Seaboard Air Line R. R., Kingsley Creek, Fernandina, Fla.	1948	28,000	480,000
7. Chicago, Milwaukee, St. Paul & Pacific R. R., Mississippi River, Hastings, Minn.	1948	366,000	1,225,000
8. Staten Island Rapid Transit Ry. Co., Arthur Kill, Elizabethport, N. J.	1949	750,000	4,700,000
9. Chicago, Great Western R. R., Missouri River, Leavenworth, Kans.	1950	5,000	100,000
		2,417,200	11,217,800

¹ Railroad granted permission by ICC to abandon line.

Mr. SALTONSTALL. Mr. President, I send to the desk an amendment, which I ask to have read.

The VICE PRESIDENT. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 14, beginning with line 23, it is proposed to strike out through page 15, line 18, and

to amend section designations and references to sections accordingly.

Mr. SALTONSTALL. Mr. President, I have two more minor amendments. I hope the distinguished Senator from New Mexico, who is my friend, will look with a little more favor on them than he has on the others. This is a very simple amendment.

Mr. CHAVEZ. Mr. President, will the Senator yield for a question?

Mr. SALTONSTALL. I yield, if it will not take too long.

Mr. CHAVEZ. It will not take long. If the Senator from Massachusetts will help us and will cooperate with us in our efforts to protect the farmer, in the matter of the reconsideration of the vote by which the amendment that took away the money from the secondary roads was adopted, I would look most favorably and sympathetically upon the new suggestions.

Mr. SALTONSTALL. I may say most sympathetically to the Senator from New Mexico that I shall do my best, but will make no agreement. The amendment which I now offer simply calls for striking out the language which would force each highway department to set up a secondary road division before it could get any Federal funds for assistance on secondary roads.

It is a direct intrusion into the method by which State governments handle their affairs with relation to highways. I have been in the executive department of my State government. I believe in the Hayden-Cartwright law; it works well. But under the Hayden-Cartwright law, if we try to tell the State governments how they shall operate their own administrative establishments, I believe we are going too far.

I do not think this provision of the bill has application only to New England, New York, or the East; it applies all over the country. It may be that some highway departments now have secondary-road divisions but to require the State highway department to establish such a division before it can receive any funds seems to me to be absolutely wrong, because it gets the Federal Government more and more into State affairs. One thing we have been trying to do in the past 3 or 4 years is to make it possible for States to get aid from the Federal Government when we believe they should get it, but not to have the Federal Government intrude into the administration of State and local matters.

I hope the amendment will be adopted. Mr. DONNELL. Mr. President, will the Senator yield?

Mr. SALTONSTALL. I yield to the Senator from Missouri.

Mr. DONNELL. Does the Senator not think that an added argument in favor of his position is found in lines 3 and 4 on page 15, where it is required that the department "shall be suitably organized to discharge to the satisfaction of the Secretary of Commerce the duties herein required"?

Mr. SALTONSTALL. I agree with the Senator. I thank him for making my point even more emphatic.

Mr. CHAVEZ. Mr. President, the committee devoted many days in trying

to arrive at the proper kind of a bill to submit to the Senate, and it had in mind at all times allowing the Senate to have something to say about the question. That is why we opposed a little while ago the amendment of the Senator from Massachusetts, because he was hitting the very people whom he says he is now trying to protect.

I yield the remainder of my time to the Senator from Mississippi [Mr. STENNIS], who has devoted hours to the subject.

Mr. STENNIS. Mr. President—

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. STENNIS. I am sorry I cannot yield.

Mr. President, in my opinion, this is one of the most beneficial provisions which has ever been written into a highway bill for the benefit of our rural people who do a great deal of work on their roads, but it is not scientifically done.

The amendment would do the same thing that was done in 1916, when we passed a law requiring the States to establish highway commissions that could function with the Bureau of Public Roads with reference to Federal money. During all those years, although there has been a secondary-road program and a feeder-road and farm-to-market road program in the law, only a few States have been charged with responsibility of working out a program for the rural population. They have set up special departments, and we find from the testimony that in the States in which there is a bureau of roads, they are able to work out their program. It is a matter of coordination and cooperation. This does not cost 1 penny. There is nothing dictatorial about it. What is wanted is a coordinated cooperative system of getting the money down to the level where it belongs.

I yield the balance of my time to the Senator from Oklahoma.

The VICE PRESIDENT. The Senator has 1 minute.

Mr. KERR. Mr. President, when the farm-to-market road bill was being considered, which provided that the money appropriated for farm-to-market roads would be carried down to the local level, the Commissioner of Public Roads said he was against the bill because there was an absence of engineering ability at the county level. So, in conjunction with the Commissioner of Public Roads, the committee concluded that in order to make the program workable there should be a provision making it mandatory for the State highway departments to have engineering ability either at the State level or at the county level, providing that any county or group of counties having engineering ability and equipped to the satisfaction of the State highway department can supervise the construction and maintenance of a county unit. This provision in the bill fixes it so that the farm-to-market road program will, for the first time, really work.

The VICE PRESIDENT. The Senator's time has expired. All time has expired.

The question is on agreeing to the amendment offered by the Senator from

Massachusetts. [Putting the question.] The "ayes" seem to have it.

Mr. CHAVEZ. Mr. President, I ask for a division.

The Senate proceeded to divide.

Mr. STENNIS and other Senators requested the yeas and nays.

The yeas and nays were ordered, and the Chief Clerk called the roll.

Mr. MYERS. I announce that the Senator from New Mexico [Mr. ANDERSON] is absent by leave of the Senate.

The Senators from Virginia [Mr. BYRD and Mr. ROBERTSON], the Senator from Louisiana [Mr. ELLENDER], the Senator from Wyoming [Mr. HUNT], the Senator from Colorado [Mr. JOHNSON], the Senator from Tennessee [Mr. KEFAUVER], and the Senator from Oklahoma [Mr. THOMAS] are absent on official business.

The Senator from California [Mr. DOWNEY] is necessarily absent.

The Senator from Mississippi [Mr. EASTLAND], the Senator from Delaware [Mr. FREAR], the Senator from Arizona [Mr. HAYDEN], and the Senator from West Virginia [Mr. NEELY] are absent on public business.

I announce further that if present and voting, the Senator from Mississippi [Mr. EASTLAND], the Senator from Arizona [Mr. HAYDEN], the Senator from West Virginia [Mr. NEELY], and the Senator from Oklahoma [Mr. THOMAS] would vote "nay."

Mr. SALTONSTALL. I announce that the Senator from Washington [Mr. CAIN] and the Senator from Michigan [Mr. VANDENBERG] are absent by leave of the Senate.

The Senator from Maine [Mr. BREWSTER], the Senator from Indiana [Mr. CAPEHART], and the Senator from Wisconsin [Mr. MCCARTHY] are detained on official business.

The result was announced—yeas 37, nays 41, as follows:

YEAS—37

Aiken	Hendrickson	Morse
Benton	Hickenlooper	Mundt
Bricker	Ives	Russell
Bridges	Jenner	Saltonstall
Butler	Kem	Smith, Maine
Cordon	Knowland	Smith, N. J.
Donnell	Leahy	Taft
Dworshak	Lehman	Tobey
Ferguson	Lodge	Watkins
Flanders	Long	Wiley
Fulbright	McMahon	Williams
Green	Martin	
Gurney	Millikin	

NAYS—41

Chapman	Johnston, S. C.	O'Connor
Chavez	Kerr	O'Mahoney
Connally	Kilgore	Pepper
Darby	Langer	Schoeppel
Douglas	Lucas	Sparkman
Eaton	McCarran	Stennis
George	McClellan	Taylor
Gillette	McFarland	Thomas, Utah
Graham	McKellar	Thye
Hill	Magnuson	Tydings
Hoey	Malone	Wherry
Holland	Maybank	Withers
Humphrey	Murray	Young
Johnson, Tex.	Myers	

NOT VOTING—18

Anderson	Eastland	Kefauver
Brewster	Ellender	McCarthy
Byrd	Frear	Neely
Cain	Hayden	Robertson
Capehart	Hunt	Thomas, Okla.
Downey	Johnson, Colo.	Vandenberg

So the amendment offered by Mr. SALTONSTALL on behalf of himself and Mr. LODGE was rejected.

Mr. SALTONSTALL. Mr. President, I send an amendment to the desk and ask that it be stated.

The VICE PRESIDENT. The Secretary will state the amendment.

The CHIEF CLERK. On page 33 it is proposed to strike out lines 8 through 12.

Mr. SALTONSTALL. This is a very simple amendment, and I shall take only a few minutes to explain it. I appreciate the time and attention which the Senate is giving to my presentation of these amendments. The amendment would strike out section 14 of the bill, on page 33. The section represents another interference with States' rights. The section, if allowed to remain in the bill, would require a highway department which submits plans for a Federal-aid highway project involving the bypassing of any city, town, or village to certify to the Commissioner of Public Roads, that the department had held a public hearing and considered the economic effects of such a location. Mr. President, why should any State build a road which will interfere economically with any city or town, and why should a State highway department be required to submit a certificate that it has done a very simple thing, which it would do ordinarily anyway in the interest of its own State.

Mr. President, this is a small matter, but it represents one more step of interference by the Federal Government with local administration. No State highway department would do a thing like this unless it were going to help its own State.

I do not wish to take any more time. If Senators want the Federal Government to continue to intrude on local State administration, they should vote for the bill as it now reads. If not, we have a very simple way of eliminating one more intrusion by the Federal Government.

Mr. CHAVEZ. The Senator from Massachusetts is in closer agreement with the committee's recommendation than he realizes at the moment. The amendment was sponsored by the chairman of the committee, and I shall tell the Senator why he sponsored it. Highways are supposed to serve the people as a whole. The very thing that gives us the authority to legislate, namely, Federal money, in order to help with the construction of highways, is the very thing that makes this necessary. It has been the purpose of departments right along to build a highway, but we have noticed all through the years—and I know it happens in Massachusetts and I know it happens in my State, as well as in every other State of the Union—that the Bureau of Public Roads and the engineers of a State highway department select the right-of-way in 1938, for example, which they consider to be the best right-of-way in the world. They submit plans and specifications, and build a highway. All of a sudden a change of administration locally will bring in a new engineer, who may think there should be a brand-new right-of-way. Little towns have grown up, probably one old town had been there for 200 years. As a result of the highway

that had been built there, the local citizen has invested his \$3,000, or \$5,000, or \$10,000, and out of a clear sky some new engineer says, "We have to have a new right-of-way," and changes the right-of-way to a location two or three miles from there. Should the little towns have a hearing, or should we consider the people who travel on the roads through the communities?

The bill protects the little towns, the villages. There is not a State in the Union which has not this problem. Little towns and villages are being ruined because every 2 or 3 years an engineer has an idea that the automobiles going to the next town should be able to reach it 5 minutes sooner. We should consider the economy of the folks living along the highway.

Mr. President, let me give an example. Even this year on Highway No. 66, which goes from Chicago to the coast through my State, there was a desire to change the highway. The officials wanted to bypass the little town of San Jon, which is a one main street town, with possibly two or three other streets, with a population of from 800 to 1,000 people. Whatever the people have is practically all on that one street. In order to save 4 miles in 500 miles, the authorities would move the road 2½ miles, and save \$38,000. Do Senators think that as a matter of fair play and doing justice they should subject citizens to that kind of treatment? The provision sought to be amended is the one which will take care of the little fellows.

Mr. KERR. Mr. President, will the Senator yield for a question?

Mr. CHAVEZ. I yield.

Mr. KERR. Is the effect of the language in the bill that the State highway department shall certify that they have given the folks affected an opportunity to have a hearing?

Mr. CHAVEZ. That is all that is asked. At least let them have a day in court.

Mr. KERR. Does that interfere with States rights?

Mr. CHAVEZ. It gives States rights.

Mr. KERR. Does it interfere with local rights?

Mr. CHAVEZ. It gives the local citizens rights.

Mr. KERR. Is the local right it gives them the right to be heard?

Mr. CHAVEZ. Yes; the right to be heard.

Mr. SALTONSTALL. Mr. President, will the Senator from New Mexico yield?

Mr. CHAVEZ. I yield.

Mr. SALTONSTALL. Let us assume that a State highway department has a certain fund of its own for use in its own bailiwick with regard to the location of a road. Would not the intrusion of the Federal Government be in effect an interference with the State's rights?

Mr. CHAVEZ. No; we insist that the local people have a right to be heard.

Mr. KERR. The only thing that is required is that the officials certify that that have given the people a chance to be heard, is it not?

Mr. CHAVEZ. We do not even ask that they agree with them, but they should be heard. Now they say, "We

are going to change this highway," and the folks of the community have nothing to say about it.

The VICE PRESIDENT. The question is on agreeing to the amendment of the Senator from Massachusetts [Mr. SALTONSTALL].

Mr. SALTONSTALL. I ask for a division.

On a division, the amendment was rejected.

Mr. DOUGLAS. Mr. President, I send to the desk an amendment and ask that it be read.

The VICE PRESIDENT. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 15, lines 22 and 23, it is proposed to strike out "\$20,000,000" and insert "\$10,000,000"; on line 25, to strike out "\$20,000,000" and insert "\$10,000,000."

On page 16, line 4, to strike out "\$35,500,000" and insert "\$1,750,000."

On page 17, line 22, to strike out "\$10,000,000" and insert "\$5,000,000"; and beginning with the word "That" in line 24, to strike out everything down to and including the comma on page 18, line 4; and

On page 25, line 11, to strike out "\$5,000,000" and insert "\$2,500,000."

Mr. DOUGLAS. Mr. President, this series of amendments, which I am submitting en bloc, proposes to cut in half the proposed appropriation for roads, highways, and trails in the national forests, in the national parks, and in the national domain. If agreed to in its entirety, it would result in savings of \$29,250,000.

Mr. President, I have traveled through the national parks and to some degree through the national forests, and I have been struck, on the whole, with the excellence of the existing roads and trails. I can see some pain on the faces of Senators from the West caused by that remark, but I have felt that the roads were quite adequate in the parks and forests, and in view of the national emergency, I believe we could save a great deal of money by reducing the proposed appropriations.

Therefore, Mr. President, I hope that the amendment will be agreed to.

Mr. CHAVEZ. Mr. President, just one word of explanation. It was only a short time ago, I think it was in the Congress before this one, that the New England Senators were deeply concerned about a forest fire in New England, I believe it was in Maine.

Forest roads and trails mean fire protection. If the desire is to protect billions of dollars of property that belongs to American taxpayers, the forest roads and trails should be preserved. Senators could agree, of course, to take the whole appropriation out, and could save that much money, but it would be penny wise and pound foolish.

Mr. President, I hope the amendment will be rejected.

The VICE PRESIDENT. The question is on agreeing to the amendment of the Senator from Illinois [Mr. DOUGLAS].

The amendment was rejected.

The VICE PRESIDENT. If there be no further amendment to be proposed, the question is on the engrossment of

the amendment and the third reading of the bill.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time.

The VICE PRESIDENT. The question now is on the passage of the bill.

Mr. CHAVEZ. Mr. President, before the bill is passed, I ask unanimous consent that the clerks be authorized to make the necessary technical changes, including changes in totals, due to the amendments which were agreed to this afternoon to the amendment of the committee.

The VICE PRESIDENT. Without objection, it is so ordered.

The question now is on the passage of the bill.

The bill (H. R. 7941) was passed.

Mr. CHAVEZ. Mr. President, I move that the Senate insist on its amendment, ask for a conference with the House thereon, and that the Chair appoint the conferees on behalf of the Senate.

The motion was agreed to; and the Vice President appointed Mr. CHAVEZ, Mr. McCLELLAN, Mr. SPARKMAN, Mr. KERR, Mr. WATKINS, and Mr. KEM conferees on the part of the Senate.

DEPENDENTS ASSISTANCE ACT OF 1949

Mr. TYDINGS. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Senate bill 4071, to provide allowances for dependents of enlisted members of the uniformed services, to suspend certain provisions of the Career Compensation Act of 1949, and for other purposes.

The VICE PRESIDENT. Is there objection?

Mr. WHERRY. Mr. President, reserving the right to object, and I shall not object, I should like to ask the distinguished Senator if he contemplates finishing the bill tonight?

Mr. TYDINGS. I should like to say to the Senator that the bill comes from the Armed Services Committee unanimously. I do not think it will involve more than 15 or 20 minutes of explanation, and I shall be surprised if it is not passed by the Senate unanimously.

Mr. WHERRY. I know that all the members of the Armed Services Committee on the minority side are in favor of the bill. I have been told by most of the minority members of the committee that they felt there possibly would not be any controversy over the bill. Does the Senator contemplate that there shall be a vote on the passage of the bill tonight?

Mr. TYDINGS. Yes, a voice vote.

Mr. WHERRY. Are there any amendments to the bill?

Mr. TYDINGS. Only one amendment, of a minor nature.

Mr. WHERRY. Because of the lateness of the hour, I ask if there is any reason—and I simply ask the question constructively, because I am not going to object if the Senator feels that the emergency demands immediate action—

why he cannot make the bill the unfinished business, and complete action on it tomorrow before the calendar is called?

Mr. TYDINGS. I should like to have the bill passed tonight, because there are many places in the country where the National Guard has been called up, and while substantially one day does not seem to make any difference, I think it would be a good thing if we could pass the bill tonight and send it to the House so it may be enacted into law as quickly as possible, because the families of the men who were called out on the 1st of July have been without adequate money. For that reason, if we could pass the bill in 15 or 20 minutes, I believe it would be a very fine thing for us to do.

Mr. WHERRY. Mr. President, so far as the junior Senator from Nebraska is concerned, I will not object to the immediate consideration of the bill. I feel, however, in view of the fact that the Senate has had two very full days of work, that if the bill should precipitate an argument, we should within a reasonable time take a recess until tomorrow with the understanding that the bill be completed tomorrow before the calendar is called.

The VICE PRESIDENT. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill (S.4071) to provide allowances for dependents of enlisted members of the uniformed services, to suspend certain provisions of the Career Compensation Act of 1949, and for other purposes.

The bill is as follows:

Be it enacted, etc., That for the duration of this act that part of the second sentence of section 102 (g) of the act of October 12, 1949 (Public Law 351, 81st Cong.), which reads " * * * and actually resides in the household of said member" is suspended: *Provided*, That the dependency of the father or mother as required by said section 102 (g) shall be determined on the basis of an affidavit submitted by such father or mother, and such other evidence as the Secretary concerned may deem necessary under such regulations as he may prescribe, and no such father or mother shall be deemed dependent unless—

(1) the member of the uniformed services claiming such dependency has provided over one-half of the support of such father or mother for such period of time as the Secretary concerned may prescribe; or

(2) in the case of claimed dependency arising by reason of changed circumstances after the entrance of such member into active service subsequent to the effective date of this act, such father or mother becomes in fact dependent upon such member for over one-half of his or her support.

Sec. 2. For the duration of this act the proviso in section 302 (a) of the act of October 12, 1949 (Public Law 351, 81st Cong.), is suspended.

Sec. 3. For the duration of this act, section 302 (f) of the act of October 12, 1949 (Public Law 351, 81st Cong.), is hereby amended by striking out that portion of the table appearing therein which prescribes monthly basic allowances for quarters for enlisted members in pay grades E-1 to E-7,

inclusive, and inserting in lieu thereof the following new table:

	Not over 2 dependents	Over 2 dependents
E-7-----	\$67.50	\$75
E-6-----	67.50	75
E-5-----	67.50	75
E-4-----	67.50	75

	1 dependent	2 dependents	Over 2 dependents
E-3-----	\$45	\$67.50	\$75
E-2-----	45	67.50	75
E-1-----	45	67.50	75

Sec. 4. Section 302 of the act of October 12, 1949 (Public Law 351, 81st Cong.), is hereby amended by adding the following new subsections:

"(g) Subject to the provisions of this section, enlisted members without dependents shall be entitled to a basic allowance for quarters at the rate of \$45 per month.

"(h) The payment of the basic allowance for quarters provided in subsection (f) of this section for enlisted members with dependents shall be made only for such period as such enlisted member has in effect an allotment of pay not less than the sum of the basic allowance for quarters to which he is entitled plus \$40 (or in the case of enlisted members in pay grades E-4 and E-5, \$60; or in the case of enlisted members in pay grades E-6 and E-7, \$80), for the support of the dependent or dependents on whose account the allowance is claimed. No such allotment shall be required (1) for the calendar month in which such member enters on active duty in a pay status if the allotment is effective from the following month; (2) for the calendar month in which such member is discharged, if not immediately reenlisted; (3) for the calendar month in which such member is released from active duty; (4) for the calendar month in which dependency ceases; or (5) for the calendar month in which dependency commences if the allotment is effective from the following month. Any such allotment may in special cases be initiated, continued, modified, or discontinued in accordance with such regulations as may be prescribed by the Secretary concerned. The minimum allotment required for any month shall be based on the lowest rate of basic allowance for quarters to which the member is entitled and the lowest pay grade in which the member is serving during such month.

"(i) The allotment required by subsection (h) of this section shall be paid to or on behalf of such dependent or dependents as may be specified in accordance with such regulations as the Secretary concerned may prescribe.

"(j) Any delay in initiating an allotment as required by this section shall not invalidate entitlement to basic allowance for quarters, provided that such allotment is made retroactive for such period as the member may elect to claim the allowance for his dependent or dependents.

"(k) The entitlement to the basic allowance for quarters provided for by this act shall be substantiated in such manner and in accordance with such regulations as the Secretary concerned may prescribe."

Sec. 5. Notwithstanding any other provision of law, the basic allowance for quarters to which a member may be entitled as a member with dependents shall not be contingent on pay accruing to such member for

such period as the Secretary concerned may prescribe.

Sec. 6. The Secretary concerned may, at his discretion, with or without the consent of the enlisted member concerned, authorize and direct the payment of the basic allowance for quarters and the establishment and payment of such allotment as he shall determine to be in conformity with the provisions of this act, for any enlisted member with dependents in any case in which such member does not claim such allowance.

Sec. 7. Notwithstanding any other provision of law, the provisions of this act shall not apply to enlisted members on training duty, to enlisted men entitled to pay and allowances pursuant to the provisions of section 507 of the act of October 12, 1949 (Public Law 351, 81st Cong.), to any member of the Samoan Native Guard or band of the Navy, or the Samoan Reserve Force of the Marine Corps. Such persons shall continue to be entitled to the appropriate allowances prescribed by section 302 of the act of October 12, 1949 (Public Law 351, 81st Cong.), on the day prior to the effective date of this act.

Sec. 8. For the purposes of this act, personnel enumerated in sections 527 and 328 of the act of October 12, 1949 (Public Law 351, 81st Cong.), with dependents as defined in section 102 (g) of said act, as amended, shall be entitled to a basic allowance for quarters under the conditions and at the rates prescribed for members in pay grade E-4.

Sec. 9. For the duration of this act, the fourth proviso of section 515 (b) of the act of October 12, 1949 (Public Law 351, 81st Cong.), is hereby amended to read as follows: "Provided further, That when a member is furnished Government quarters adequate for himself and his dependents, the total sum saved for him by this subsection shall be reduced at the rate of \$45 per month for members in pay grades E-1, E-2, E-3, and E-4 (less than 7 years' service), and \$67.50 per month for members in pay grades E-4 (over 7 years' service), E-5, E-6, and E-7."

Sec. 10. The Secretaries concerned are authorized to prescribe such regulations for the administration of this act as may be deemed necessary to enable them to carry out the provisions of this act, and such regulations shall, as far as practicable, be uniform. All waivers and determinations, including determinations of dependency and relationship, shall be made by the Secretary concerned or such other person or persons as he may designate, and the Secretary concerned or his designee is authorized to delegate, or redelegate such authority: *Provided*, That the authority granted in this section to the several Secretaries concerned may by joint agreement be exercised by any one of such Secretaries for any Department or all Departments concerned.

Sec. 11. Any determinations or waivers made under this act shall be final and conclusive for all purposes and shall not be subject to review in any court or by any accounting officer of the Government. The Secretary concerned may at any time on the basis of new evidence or for other good cause reconsider or modify any such determination, and may waive the recovery of any money erroneously paid under this act whenever he finds that such recovery would be against equity and good conscience.

Sec. 12. The General Accounting Office shall not refuse to allow credit in the accounts of any disbursing officer for any erroneous payment or overpayment made by him in carrying out the provisions of this act unless such erroneous payment or overpayment was made by him as the result of his gross negligence or with the intent to defraud the United States, and no recovery shall be made from any officer authorizing any erroneous payment or overpayment under this act unless such payment was authorized by him as the result of his gross

negligence or with the intent to defraud the United States.

Sec. 13. Notwithstanding the provisions of section 515 (c) of the Career Compensation Act of 1949, the heads of the departments concerned, or such subordinates as they may designate, may from and after October 1, 1949, waive indebtednesses growing out of erroneous payments of, and may make any and all necessary determinations and redeterminations as to entitlement to, allowances under the authority of the Servicemen's Dependents Allowance Act of 1942, as amended, and make payments based thereon, on applications filed by enlisted and former enlisted members of the Army, Navy, Marine Corps, Air Force, and Coast Guard, or their dependents, and not finally acted upon prior to October 1, 1949, and all such waivers and determinations shall be final and conclusive: *Provided*, That in cases where no deductions have been made from the pay of enlisted or former enlisted members the allowances paid hereunder may be limited to the amount of the Government's contribution to such allowances: *And provided further*, That appropriations available for current pay of enlisted members of the services concerned shall be available for payments authorized to be made hereunder.

Sec. 14. It is the sense of the Congress that it is not in the national interest for men to be inducted, enlisted, recalled to active duty, or retained in the Armed Forces who have more than three dependents when such inductions, enlistments, recalls, or retentions in the service would impose severe financial hardship upon such dependents. The Secretaries concerned and the Director of Selective Service shall take cognizance of the provisions of this act in establishing policies under which inductions, enlistments, calls and recalls to active duty, reliefs from active duty, and discharges, will be effected. To the greatest practicable extent consistent with the needs of the several armed services, the Secretaries thereof shall refrain from employing in active service any person in any enlisted grade below that for which pay of grade E-4 is provided if such person (a) has more than three dependents, as dependents are defined in section 102 (g) of the Career Compensation Act of 1949, and (b) does not have means which, when included with the service pay and allowances to which he is or would be entitled on active duty, would enable him to provide adequate support for such dependents.

Sec. 15. This act shall be effective from July 1, 1950, except that the allotment requirements of this act shall not be a condition precedent to the entitlement to a basic allowance for quarters prior to the second month following the month in which this act is enacted.

Sec. 16. This act shall terminate on April 30, 1953.

Sec. 17. This act may be cited as the "Dependents Assistance Act of 1950."

Mr. TYDINGS. Mr. President, this is not a complicated bill. If Senators will give me their attention for not more than 10 minutes, I can give them a complete picture of what the bill does.

In the enlisted strength of the Army, Navy, and Air Force, there are seven grades running from recruit, which is grade 1, up to master sergeant or its equivalent, the latter being the highest grade shown on the chart, and the former being the lowest grade shown on the chart.

The Career Compensation Act passed some months ago provided that when a man became a corporal, or a sergeant, or a master sergeant, he would receive an allowance of \$67.50 a month if it was not possible to take care of him on the

military reservation where he was stationed. If there were quarters on the reservation he did not receive the allowance. If he was on recruiting duty and away from the station he received the allowance for his quarters.

In the three lowest grades, as Senators will see on the chart, there was no allowance for quarters, because men who were first class privates, privates, and recruits, were ostensibly enlisted men, and they were sent to camp, and quarters were provided them there by the Government. So much for this column which explains the allowance for quarters.

If the man had a wife he received \$67.50. If he had a wife and one child he received \$67.50. That was the arrangement made with respect to allowance for quarters.

When the Career Compensation Act was passed some months ago, in order to draw men into the armed services new pay scales were adopted based on the increased cost of living, and in order to encourage men to remain in the service. The minimum for the highest grade, grade 7, of a master sergeant with 13 years' service, was \$198.45, whereas when a man first came into the service he received \$75 only. The pay scales were designed to keep a man in the service, and induce him to make a career of the Army.

When we came to taking care of the wife, or the wife and one child, or the wife and two children, we hit upon a very simple formula, and here is all there is to the family allowance bill. If a man goes into the service, a drafted man, we will say, and he has a wife, for the first 4 months he receives only \$75 a month pay, and he leaves his wife at home, because he is sent to camp, and there are no quarters for his wife. So that in the case of the private the \$45 allowed him for quarters goes to his wife. Of the \$75 which he earns in pay, \$40 goes to his wife, and these two sums added together make \$85 that the wife receives. That leaves him \$35 of his \$75. He has given \$40 to his wife and he receives \$45 for quarters, as shown in the column of the chart here, which makes \$35. I am going over that again in a minute, because it may be a little hard to get the first time, but the second time I think everyone will understand it.

Mr. LUCAS. Mr. President, will the Senator yield?

Mr. TYDINGS. I yield.

Mr. LUCAS. Does the \$85 go direct to the wife, or does it go through the soldier?

Mr. TYDINGS. It goes direct to the wife.

Now let us take the case of a sergeant of the higher grade with more years experience; we will say about 10 years experience. He is receiving \$139.65 a month. That is his pay based on longevity and his rank. Let us assume that he has a wife and one child, or two dependents. First we give to his wife and child, as shown on the chart, the \$67.50 that he now receives for quarters, because he is in Career, we will assume. His wife and child receive the allowance for quarters. We take from the pay of the man \$60, and we add that

feel, if we dispose of the conference report and the final deficiency bill by Friday that the legislation remaining on the program would call for a Saturday session. So I want that to appear in the Record, because my previous statement was a flat statement that there would be a Saturday session. There will be if we do not dispose of the final deficiency appropriation bill.

Mr. PHILLIPS of California. Mr. Speaker, will the gentleman yield?

Mr. TABER. I yield.

Mr. PHILLIPS of California. I want to ask just what the situation is regarding the printing of the bill. We have for the first time a one-package budget which means that we bring the entire bill with all of its 10 or more chapters to the floor at one time, not as in previous years, each department separately. There are many items in all sections in which various Members of the House are interested. My concern is, as I think expressed already by the gentleman from New York, about printed copies of the bill. Will there be printed copies of the bill and printed copies of the report available for all Members of the House when we discuss the conference report if it is brought in under the request made by the gentleman from Missouri?

Mr. CANNON. Mr. Speaker, in response to the inquiry of the gentleman from New York, which includes the inquiry of the gentleman from California, as both gentlemen are doubtless aware, that portion of the conference report on the chapter dealing with the Independent Offices appropriation to which the gentleman from New York has referred, is already in print and will be made available to the members of the committee this afternoon.

Mr. PHILLIPS of California. I am not asking specifically about that. Like all other Members of the House, there are items in other sections of the bill that we will not see until the conference report comes to the floor. Will there be a printed copy of the bill and printed copy of the report in our hands?

Mr. CANNON. As soon as sufficient copies can be secured from the Printing Office they will be made immediately available to all Members.

Mr. JENSEN. Mr. Speaker, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Iowa.

Mr. JENSEN. Several subcommittees have had conferences with the Senate and we have come to agreements on the amounts to be allowed for most departments. But there is one very important item that has not yet been decided, that is the question of the percentage cuts contained in the Byrd-Bridges amendment adopted by the Senate which calls for a 10 percent cut in some departments of the Government, and the Thomas-Taber-Jensen amendments which also provided for reductions in the cost of government which was passed by the House, also the foreign aid item has not yet been agreed to in conference. Will the conferees come to a meeting of minds as to what those percentage cuts shall be and will that all be included in the

conference report as it comes to the House under the request the gentleman from Missouri [Mr. CANNON] has just made so that the membership of the House will know what each of the thousands of items in the bill are to receive when we consider the conference report in the House?

Mr. CANNON. We meet in what I trust will be the final conference tomorrow morning. At that time the matters to which the gentleman refers will be taken up and disposed of and will be included in the conference report. No report will be brought to the House that is not complete or does not include all chapters of the bill. The material and information which the gentleman desires will be carried in the report when presented to the House.

Mr. JENSEN. Of course, it is customary after the full Appropriations Committee considers a bill that it lay over three legislative days in order to give the Congress and the American people an opportunity to know what is in the bill. The request of the gentleman would foreclose the Members of the House from having any time to study the bill as it comes out of conference; neither will it give the press an opportunity to inform the American people. Time is not so pressing to get out of here that we should be in such haste to pass this bill which amounts to considerably over \$30,000,000 without full consideration. I think the Members of Congress should know exactly what is in the conference report when it comes to the floor instead of bringing it to the floor incomplete.

Mr. CANNON. The 3 days to which the gentleman refers do not apply to conference reports. That applies to bills reported originally by the committee. Clause 2 of rule XXVIII, and that is the only provision that affects the situation, provides that a conference report shall be printed in the Record. There is no other provision for delay and none is customary under the practice of the House.

Mr. JENSEN. And shall lay over 1 day?

Mr. CANNON. It lies over 1 day when it is printed in the Record. That is why we are making this unanimous-consent request. I have conferred with the gentleman from New York, the ranking minority member of the Committee on Appropriations, and he is agreeable to taking up the conference report tomorrow if copies are provided in advance to members of the committee. We hope to dispose of it on tomorrow, and on the following day take up the last deficiency bill and dispose of that in 1 day, and so complete the appropriation program for the session.

Mr. JENSEN. The gentleman will admit that unless the conferees agree on these percentage cuts that are in the general provisions, and the gentleman knows the amendments that were offered in the House and Senate and passed by the House and Senate, to which I referred, along with the foreign-aid item, not a single Member of Congress will know exactly what any item is going to receive unless it is agreed to by the con-

ferees before the conference report comes to the House. Let us take an item for a thousand dollars, as an example; the conferees agree under the Taber - Thomas - Jensen - Byrd-Bridges amendments that the item should be cut 5 percent, so the amount will be \$950. But the Members will not know whether it will be a 5-percent cut or a 6-percent cut or a 10-percent cut or no cut, so we are appropriating in the dark unless the conferees bring in a complete bill on every chapter together including the proposed percentage cuts to which I have referred.

Mr. CANNON. I can assure the gentleman that no Member of the House will be asked to pass upon this conference report, or any part of it, until everyone has been afforded an opportunity to familiarize himself with every feature of the report.

Mr. TABER. May I ask one more question? Does the House act first upon this conference report or does the Senate?

Mr. CANNON. The House acts first. We have the papers and vote first.

Mr. WHITE of Idaho. Mr. Speaker, will the gentleman yield?

Mr. CANNON. I yield to the gentleman from Idaho.

Mr. WHITE of Idaho. I have listened very carefully to the colloquy between the chairman of the committee and the gentleman from Iowa, and I failed to hear or understand that the deficiency bill will be printed and in the hands of the Members of this House before they are called upon to vote on it.

Mr. CANNON. It will be reported tomorrow but will not be taken up until the following day. Copies will be in the hands of my friend from Idaho tomorrow, and he will have from then until the following afternoon to study the bill in detail.

Mr. WHITE of Idaho. In other words, the printed copy of the conference report and the printed copy of the deficiency bill will be in the hands of the Members of Congress and can be studied by them before we are called upon to vote?

Mr. CANNON. Printed copies of both will be available to all Members of the House tomorrow.

Mr. HOFFMAN of Michigan. Mr. Speaker, will the gentleman yield?

Mr. CANNON. I yield to the gentleman from Michigan.

Mr. HOFFMAN of Michigan. Is it not the gentleman's opinion that whatever the conference report may contain, it will be adopted; that there is no use talking about it?

Mr. CANNON. I trust that the conference report will be so satisfactory to all members of the Committee on Appropriations on both sides of the aisle and to all Members of the House as to meet with their complete approval.

Mr. HOFFMAN of Michigan. What the gentleman means is it does not make any difference how we vote over there, the conference report will be adopted anyway; is that it?

Mr. CANNON. If this House votes down the conference report it will not be adopted.

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There was no objection.

FEDERAL-AID ROAD ACT

Mr. WHITTINGTON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, with Senate amendments thereto, disagree to the Senate amendments and agree to the conference asked by the Senate.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi? [After a pause.] The Chair hears none, and appoints the following conferees: Messrs. WHITTINGTON, BUCKLEY of New York, LARCADE, FALLON, DONDERO, CUNNINGHAM, and MCGREGOR.

ADMINISTRATIVE EXPENSES IN THE GOVERNMENT SERVICE

Mr. DAWSON. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (H. R. 9430) to amend the act entitled "An act to authorize certain administrative expenses in the Government service, and for other purposes," approved August 2, 1946 (60 Stat. 806), to simplify administration in the Government service, and for other purposes.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, will the gentleman explain the bill?

Mr. DAWSON. I will be glad to. This is a bill that came before our committee. It had adequate hearings and it was voted out unanimously by all members of the committee with the recommendation that it be passed.

This bill is entitled a bill to amend the act entitled "An act to authorize certain administrative expenses in the Government service, and for other purposes," approved August 2, 1946 (60 Stat. 806), to simplify administration in the Government service, and for other purposes. The bill by its provisions touches upon the question of transportation and travel for civilians in Government:

When civilian officers and employees of the United States are on duty at places designated by the heads of their respective departments or agencies as within zones from which their immediate families should be evacuated for military or other reasons which create imminent danger to life or property, or adverse living conditions seriously affecting the health, safety, or accommodations of said families, or upon transfer or assignment to duty of such civilian officers and employees to places where their immediate families are not, for the aforesaid reasons, permitted to accompany them, their immediate families and household goods may be transported at Government expense, under such regulations as the heads of their respective departments and agencies may prescribe.

Mr. MARTIN of Massachusetts. The gentleman means that the man has to live up to his year contract or he is obliged to return the money to the Treasury?

Mr. DAWSON. That is right. It makes it a debt that is recoverable.

Mr. MARTIN of Massachusetts. How does that differ from the procedure at the present time?

Mr. DAWSON. Well, it is not recoverable now by law.

Mr. MARTIN of Massachusetts. I understand the present law is that you have to live 3 years abroad before the Government will pay your expenses back.

Mr. DAWSON. Different departments have entered into different contracts. Sometimes it provides that a person shall stay for the period of a year, particularly, we will say, in Guam or Okinawa and places like that, where conditions are hazardous, or where the hardships are many. Then if they break their contract, after the Government has paid their expenses there, the Government can recover the money that it paid.

This bill also makes provision that the Government may enter into a contract for foreign service up to 3 years with the same provision of travel and take care of transportation. If the parties then violate their contracts with the Government then the Government is not responsible for the travel.

Mr. MARTIN of Massachusetts. Then all this does is to help the Government recover some money?

Mr. DAWSON. It does, sir.

Mr. MARTIN of Massachusetts. And nothing else?

Mr. DAWSON. No, sir.

Mr. MARTIN of Massachusetts. And it extends from 1 year to 3 years the period in which the contract can be made?

Mr. DAWSON. It makes 3 years the maximum in which the Government might enter into a contract. That does not mean the parties have to return, but it means they can still go for another 3 years without the Government paying their transportation back. It is a matter of simplifying the contract of transportation and travel and simply gives legislative authority to what has been done and what is being done as a matter of regulation.

Mr. MARTIN of Massachusetts. Is this a unanimous report from the gentleman's committee?

Mr. DAWSON. This was a unanimous report, and it is supported by the Bureau of the Budget, the Department of the Army, and by the Comptroller General.

Mr. HOFFMAN of Michigan. Mr. Speaker, will the gentleman yield?

Mr. MARTIN of Massachusetts. I yield.

Mr. HOFFMAN of Michigan. When the gentleman states that this is a unanimous report, what he means is that there was no record vote against the report.

This bill has some merit—a little. Of course, just as practically all legislation does today, it opens the door to the

payment of additional sums by the Government to individuals, in this case who are in the Federal employ. That is about what it amounts to.

Mr. MARTIN of Massachusetts. Will the gentleman explain that point a little more thoroughly?

Mr. HOFFMAN of Michigan. As to how it opens the door?

Mr. MARTIN of Massachusetts. Yes.

Mr. HOFFMAN of Michigan. Well, it lets a new class of employees have expenses when they come back. But I will say to the majority leader—

Mr. MARTIN of Massachusetts. I am on the minority.

Mr. HOFFMAN of Michigan. I will say as the ranking minority member of that committee that I can see nothing to be gained by opposing it. I have noticed over the last 8 to 10 years that this type of legislation which always increases the compensation to be paid Federal employees goes through, and I have learned that lesson. You know what the Bible says about "kicking against the pricks," and this is one of those cases and there is no use, and I am not objecting.

Mr. HOLIFIELD. Mr. Speaker, will the gentleman yield?

Mr. MARTIN of Massachusetts. I yield.

Mr. HOLIFIELD. I would say that what the gentleman from Michigan says is correct, in that it brings a new class of evacuees under the obligation of the Government of the United States to pay for their transportation, such as occurred recently in Seoul, where civilian employees of the Government had to be evacuated. This provides that those people will be given transportation home. We feel it is a moral right that they should be given that transportation home.

Mr. MARTIN of Massachusetts. That is a little different from what the gentleman from Illinois first stated. He said that this would be to help the Government get some money.

Mr. DAWSON. It does help the Government get some money in one of its provisions, and I will come to another provision where it is for the purpose of taking care of civilian employees of Government who are in areas which the Government deems dangerous, either for military reasons or for reasons of health or hazardous for any other reason.

Mr. MARTIN of Massachusetts. How much money will this cost the Government?

Mr. DAWSON. To say how much it would cost, I could not answer that, because I do not contemplate there will be any additional cost, other than the expense we are now being put to as a result of now doing what this would authorize to be done. This gives legislative authority to cut through the red tape and to do what we are now doing.

Mr. MARTIN of Massachusetts. How are you getting the money to do it now? You say that you are not supposed to do it, but that you do do it. How are you doing it?

Mr. DAWSON. There are many things that are done through red tape where the authority rests generally with—

FEDERAL-AID HIGHWAY ACT OF 1950

AUGUST 28, 1950.—Ordered to be printed

MR. WHITTINGTON, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H. R. 7941]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following: *That for the purpose of carrying out the provisions of the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), and all Acts amendatory thereof and supplementary thereto, and for continuing the construction and reconstruction of highways in accordance with the provisions of the Federal-Aid Highway Act of 1944 approved December 20, 1944 (58 Stat. 838), as amended and supplemented by the Federal Aid Highway Act of 1948 (62 Stat. 1105), there is hereby authorized to be appropriated the sum of \$500,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953.*

The sum herein authorized for each fiscal year shall be available for expenditure as follows:

(a) \$225,000,000 for projects on the Federal-aid highway system.

(b) \$150,000,000 for projects on the Federal-aid secondary highway system or as may hereafter be added to such system in accordance with the provisions of paragraph (b) of section 3 of the Federal Aid Highway Act of 1944 (58 Stat. 838), as amended and supplemented by the Federal Aid Highway Act of 1948 (62 Stat. 1105): *Provided, That such funds shall be expended on the secondary and feeder roads, farm-to-market roads, rural mail routes, public school bus routes, local rural roads, county roads, township roads, and roads of the county-road class, with types of construc-*

tion that can be maintained at reasonable cost to provide all-weather service, and the projects for construction shall be selected and the specifications with respect thereto shall be determined by the State highway department and the appropriate local officials in cooperation with each other. This provision shall not be construed to modify any of the other provisions of paragraph (b) of section 3 of the Federal Aid Highway Act of 1944 (58 Stat. 838), as amended by the Federal Aid Highway Act of 1948 (62 Stat. 1105).

(c) \$125,000,000 for projects on the Federal-aid-highway system in urban areas.

The said sums respectively, for any fiscal year, shall be apportioned among the several States in the manner now provided by law and in accordance with the formulas set forth in section 4 of the Federal-Aid Highway Act of 1944 approved December 20, 1944: Provided, That the census figures used in making said apportionments shall be those shown by the latest available Federal census.

Any sums apportioned to any State under the provisions of this section shall be available for expenditure in that State for two fiscal years after the close of the fiscal year for which such sums are authorized, and any amount so apportioned remaining unexpended at the end of such period shall lapse: Provided, That such funds for any fiscal year shall be deemed to have been expended if a sum equal to the total of the sums apportioned to the State for such fiscal year is covered by formal agreements with the Commissioner of Public Roads for the improvement of specific projects as provided by this Act.

SEC. 2. Any State desiring to avail itself of the benefits of the funds apportioned for expenditure on the Federal-aid secondary highway system shall establish in its State highway department within six months after the close of the next regular session of its legislature, a secondary road unit and such department shall be suitably organized to discharge to the satisfaction of the Secretary of Commerce, the duties herein required: Provided, That any State highway department may arrange with any county or group of counties having competent highway engineering personnel, suitably organized and equipped to the satisfaction of the State highway department, to supervise construction and maintenance on a county-unit or group-unit basis for the construction and maintenance of secondary road projects: Provided further, That the term "county" as used in this section shall be construed to include corresponding units of government under any other name in States which do not have county organizations, and likewise in those States in which the county government does not have jurisdiction over highways it may be construed to mean any local governmental unit vested with jurisdiction over local highways.

SEC. 3. For the purpose of carrying out the provisions of section 23 of the Federal Highway Act (42 Stat. 218), as amended and supplemented, there is hereby authorized to be appropriated (1) for forest highways the sum of \$20,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; (2) for forest development roads and trails the sum of \$17,500,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; and (3) for forest highways within, adjoining, or adjacent to the Tongass National Forest, the additional sum of \$3,500,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to provide for the improvement and extension of the highway facilities to

serve the present and potential traffic incident to the further development of the timber and other resources of southeastern Alaska: Provided, That immediately upon the passage of this Act, the appropriation herein authorized for forest highways for the fiscal year ending June 30, 1952, shall be apportioned by the Secretary of Commerce for expenditure in the several States, Alaska, and Puerto Rico, according to the area and value of the land owned by the Government within the national forests therein which the Secretary of Agriculture is hereby directed to determine and certify to him from such information, sources, and departments as the Secretary of Agriculture may deem most accurate, and hereafter, on or before January 1 next preceding the commencement of each succeeding fiscal year the Secretary of Commerce shall make like apportionment of the appropriation authorized for such fiscal year: Provided further, That the Commissioner of Public Roads may incur obligations, approve projects, and enter into contracts under the apportionment of such authorizations, and his action in so doing shall be deemed a contractual obligation of the Federal Government for the payment of the cost thereof: Provided further, That the appropriations made pursuant to authorizations heretofore, herein, and hereafter enacted for forest highways shall be considered available to the Commissioner of Public Roads for the purpose of discharging the obligations created hereunder in any State or Territory: Provided further, That the total expenditures on account of any State or Territory shall at no time exceed its authorized apportionment: And provided further, That appropriations for forest highways shall be administered in conformity with regulations jointly approved by the Secretary of Commerce and the Secretary of Agriculture.

SEC. 4. (a) For the construction, reconstruction, improvement, and maintenance of roads and trails, inclusive of necessary bridges, in national parks, monuments, and other areas administered by the National Park Service, including areas authorized to be established as national parks and monuments, and national park and monument approach roads authorized by the Act of January 31, 1931 (46 Stat. 1053), as amended, there is hereby authorized to be appropriated the sum of \$10,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: Provided, That hereafter appropriations for the construction, reconstruction, and improvement of such park and monument roads shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce.

(b) For the construction, reconstruction, improvement, and maintenance of parkways, authorized by Acts of Congress, on lands to which title is vested in the United States, there is hereby authorized to be appropriated the sum of \$13,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: Provided, That hereafter appropriations for the construction of parkways shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce: Provided further, That \$3,000,000 of the sum authorized for the fiscal year ending June 30, 1952, shall be available for contract immediately upon the passage of this Act.

(c) For the construction, improvement, and maintenance of Indian reservation roads and bridges and roads and bridges to provide access to Indian reservations and Indian lands under the provisions of the Act approved May 26, 1928 (45 Stat. 750), there is hereby authorized to be appropriated the sum of \$6,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: Provided,

That the location, type, and design of all roads and bridges constructed shall be approved by the Commissioner of Public Roads before any expenditures are made thereon, and all such construction shall be under the general supervision of the Commissioner of Public Roads.

SEC. 5. Any State, county, city, or other political subdivision that shall issue bonds and use the proceeds of such bonds for the construction of toll-free facilities in order to accelerate the improvement of the National System of Interstate Highways, the Federal-aid primary highway system or the Federal-aid highway system in urban areas, may apply any portion of the funds herein, or hereafter, authorized for expenditure on said systems of highways and apportioned to such State under the provisions of section 1 to aid in retirement of annual maturities of the principal indebtedness of such bonds to the extent that the proceeds of such bonds are actually expended in the construction of said systems of highways: Provided, That payment of Federal funds on the principal indebtedness of such bonds shall be made only on account of any such facility that is constructed in accordance with plans and specifications approved in advance of construction by the Commissioner of Public Roads: Provided further, That payment of Federal funds pursuant to this subsection shall not exceed the pro rata basis authorized by section 1: And provided further, That payments to any State pursuant to this subsection shall be made exclusively from apportionments to such State from funds authorized by the Congress to be apportioned for expenditure on said systems of highways and this subsection shall not be construed as a commitment or obligation on the part of the United States to provide such funds.

SEC. 6. That section 14 of the Federal Highway Act, approved November 9, 1921 (42 Stat. 212), is hereby amended to read as follows:

"SEC. 14. It shall be the duty of the State to maintain any highway within its boundaries after construction under the provisions of this Act. If at any time the Commissioner of the Bureau of Public Roads shall find that any such highway in any State is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in a proper condition of maintenance, then the Commissioner of Public Roads shall withhold approval of further projects in such State until such highway has been restored to a proper condition of maintenance: Provided, That in any State wherein the highway department is without legal authority to maintain a highway so constructed as a secondary or an urban road project the highway department of such State shall enter into a formal agreement with the appropriate officials of the county or city in which such highway is located for its maintenance, and if at any time the Commissioner of Public Roads shall find that such highway is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in proper condition of maintenance then the Commissioner of Public Roads shall withhold approval of further secondary or urban road projects in such county or city until said highway shall have been placed in a proper condition of maintenance."

SEC. 7. That subsection (a) of section 5 of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), is hereby amended by increasing the Federal share payable on account of the costs of rights-of-way from "one-third" to not to exceed "one-half" of such costs.

SEC. 8. Section 3a of the Federal Highway Act of November 9, 1921, as amended by the Act of February 20, 1931 (46 Stat. 1173), is hereby amended to read as follows:

"SEC. 3a. That the Secretary of Commerce is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior, and to pay the amount assumed therefor from the funds allotted or apportioned under this Act to the State wherein the reservations and national parks and monuments are located."

SEC. 9. Not to exceed \$5,000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, shall be available for expenditure by the Commissioner of Public Roads, in accordance with the provisions of the Federal Highway Act, as amended and supplemented, as an emergency relief fund, after receipt of an application therefor from the highway department of any State, in the repair or reconstruction of highways and bridges on the primary or secondary Federal-aid highway systems, which he shall find have suffered serious damage as the result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States, and there is hereby authorized to be appropriated any sum or sums necessary to reimburse the funds so expended from time to time under the authority of this section: Provided, That no expenditures shall be made with respect to any such catastrophe in any State unless an emergency has been declared by the Governor of such State and concurred in by the Secretary of Commerce: Provided further, That the Federal share payable on account of any repair or reconstruction project provided for by funds made available under this section shall not exceed 50 per centum of the cost thereof.

SEC. 10. For the purpose of carrying out the provisions of section 3 of the Federal Highway Act (42 Stat. 212), as amended by the Act of June 24, 1930 (46 Stat. 805), there is hereby authorized to be appropriated for the survey, construction, reconstruction, and maintenance of main roads through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations the sum of \$5,000,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to remain available until expended: Provided, That such funds shall be available for expenditure in the lands hereinbefore described on the basis of need in such States, respectively, as determined by the Commissioner of Public Roads upon application of the highway departments of the respective States and without regard to any law for the apportionment of such funds among said States: Provided further, That \$2,500,000 of the sum authorized for the fiscal year ending June 30, 1951, shall be available for contract immediately upon the passage of this Act.

SEC. 11. (a) Section 1 of the Act entitled "An Act to provide for co-operation with Central American Republics in the construction of the Inter-American Highway", approved December 26, 1941 (55 Stat. 860), is hereby amended to read as follows:

"(b) There is hereby authorized to be appropriated, in addition to the sums heretofore authorized, the sum of \$4,000,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to be available until expended, to enable the United States to cooperate with the Governments of the American Republics situated in Central America—that is, with the Governments of the Republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama—in the survey and construction of the Inter-American Highway within the borders of the aforesaid Republics, respectively. Not to exceed \$2,000,000 of the appropriation hereinabove authorized for each fiscal year may be expended

without requiring the country or countries in which such sums may be expended to match any part thereof, if the Secretary of State shall find that the cost of constructing said highway in such country or countries will be beyond their reasonable capacity to bear. The remainder of such authorized appropriations shall be available for expenditure only when matched to the extent required by this Act by the country in which such expenditure may be made. Expenditures from the sums available on a matching basis shall not be made for the survey and construction of any portion of said highway within the borders of any country named herein unless such country shall provide and make available for expenditure in conjunction therewith a sum equal to at least one-third of the expenditures that may be incurred by that Government and the United States on such portion of the highway. All expenditures by the United States under the provisions of this Act for material, equipment, and supplies shall, whenever practicable, be made for products of the United States or of the country in which such survey or construction work is being carried on. Construction work to be performed under contract shall be advertised for a reasonable period by the Minister of Public Works, or other similar official, of the government concerned in each of the participating countries and contracts shall be awarded pursuant to such advertisements with the approval of the Secretary of Commerce of the United States. No part of the appropriations herein authorized shall be available for obligation or expenditure for work on said highway in any cooperating country unless the government of said country shall have assented to the provisions of this Act; shall have furnished satisfactory assurances that it has an organization adequately qualified to administer the functions required of such country under the provisions hereof; and then only as such country may submit requests, from time to time, for the construction of any portion of the highway to standards adequate to meet present and future traffic needs: Provided, That no part of said appropriations shall be available for obligation or expenditure in any such country until the government of that country shall have entered into an agreement with the United States which shall provide, in part, that said country—

“(1) will provide, without participation of funds herein authorized, all necessary right-of-way for the construction of said highway, which right-of-way shall be of a minimum width where practicable of one hundred meters in rural areas and fifty meters in municipalities and shall forever be held inviolate as a part of the highway for public use;

“(2) will not impose any highway toll, or permit any such toll to be charged, for use by vehicles or persons of any portion of said highway constructed under the provisions of this Act;

“(3) will not levy or assess, directly or indirectly, any fee, tax, or other charge for the use of said highway by vehicles or persons from the United States that does not apply equally to vehicles or persons of such country;

“(4) will continue to grant reciprocal recognition of vehicle registration and drivers' licenses in accordance with the provisions of the Convention for the Regulation of Inter-American Automotive Traffic, which was opened for signature at the Pan American Union in Washington on December 15, 1943, and to which such country and the United States are parties, or of any other treaty or international convention establishing similar reciprocal recognition; and

“(5) will provide for the maintenance of said highway after its

completion in condition adequately to serve the needs of present and future traffic."

SEC. 12. For the purpose of carrying out the provisions of section 6 of the Defense Highway Act of 1941 (55 Stat. 765) as amended, there is hereby authorized to be appropriated the sum of \$10,000,000, to remain available until expended: Provided, That \$2,000,000 of the sum authorized by this section shall be available for contract immediately upon the passage of this Act: Provided further, That the roads authorized to be constructed under this section shall be certified to the Secretary of Commerce as important to the national defense by the Secretary of Defense or such other official as the President may designate.

SEC. 13. Any State highway department which submits plans for a Federal-aid highway project involving the bypassing of any city or town shall certify to the Commissioner of Public Roads that it has had public hearings and considered the economic effects of such a location.

SEC. 14. The Commissioner of Public Roads is authorized and directed to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies in this program to advance the cause of safety on the streets and highways: Provided, That not to exceed \$75,000 shall be expended annually for the purposes of this section.

SEC. 15. All provisions of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), and the provisions of the Federal-Aid Highway Act of 1948, approved June 29, 1948 (62 Stat. 1105), not inconsistent with this Act, shall remain in full force and effect.

SEC. 16. The Secretary is authorized to delegate to the Commissioner of Public Roads any authority vested in him by this Act.

SEC. 17. If any section, subsection, or other provisions of this Act or the application thereof to any person or circumstance is held invalid, the remainder of this Act and the application of such section, subsection, or other provision to other persons or circumstances shall not be affected thereby.

SEC. 18. That all Acts or parts of Acts in any way inconsistent with the provisions of this Act are hereby repealed, and this Act shall take effect on its passage.

SEC. 19. This Act may be cited as the "Federal-Aid Highway Act of 1950".

And the Senate agree to the same.

WILL M. WHITTINGTON,
GEORGE H. FALLON,
CLIFFORD DAVIS,
J. W. TRIMBLE,
GEO. A. DONDERO,
PAUL CUNNINGHAM,
J. HARRY MCGREGOR,
Managers on the Part of the House.

DENNIS CHAVEZ,
JOHN L. MCCLELLAN,
JOHN SPARKMAN,
ROBERT S. KERR,
ARTHUR V. WATKINS,
GEO. W. MALONE,
Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two houses on the amendment of the Senate to the bill (H. R. 7941) to amend and supplement the Federal Aid Highway Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The Senate struck all after the enacting clause of the House bill and inserted in lieu thereof an amendment which was a complete substitute for the text of the House bill. However, the provisions of the House bill and the Senate amendment were in large part identical. The following statement indicates the differences between the House bill and the Senate amendment and the action of the conferees with respect to these differences.

BILL AS AGREED CARRIES AMOUNTS IN HOUSE BILL FOR PRIMARY, SECONDARY, AND URBAN FEDERAL-AID ROADS

Section 1 of the conference agreement and section 1 of the House bill authorize \$500,000,000 for appropriations for the fiscal years ending June 30, 1952, and June 30, 1953, on the basis of 45 percent for the Federal-aid primary system, 30 percent for the Federal-aid secondary system, and 25 percent for the Federal-aid urban system, thus authorizing \$225,000,000 for the primary highway system, \$150,000,000 for the secondary highway system, and \$125,000,000 for the urban system. The Senate authorized the identical amount as did the House for the Federal-aid primary system, but reduced by \$15,000,000 the authorization for the secondary highway system and by \$12,500,000 the authorization for the urban areas. The percentages of the availability of the funds for expenditure was disrupted by the Senate amendment reducing the authorizations for secondary highways and for urban highways. Inasmuch as the authorization for Federal-aid primary roads is the same in the House and in the Senate bills, there was no way to maintain the percentage of expenditure of the funds except to raise the Senate authorizations to the amounts carried in the House bill. There are other reductions, however, in the bill as agreed to in conference that make the aggregate of the authorizations both direct and indirect, in the bill as agreed to in conference, less than they were in the Senate bill.

The authorization in the bill as agreed to for primary, secondary, and urban roads in the sum of \$500,000,000 is the same as the amount carried by the House for these roads and the amount recommended by the President's budget.

SECONDARY ROADS

The Senate, in section 1, undertook to provide that secondary highway funds should be spent only on local rural roads or county roads or roads of the county road class. The House took the position that the language defining secondary and feeder roads in the acts of 1944 and 1948 should be brought forward and that the Senate language should be modified so as to promote the intent that the secondary road funds should be used for the local rural roads and roads of the county road class including township roads as defined in existing law with flexibility in the States desiring to use the secondary funds on the State roads that were on the secondary road system. The intent of Congress is that the funds shall be used as directed on the secondary and feeder roads as described in the conference report. The Senate language was therefore modified so as to emphasize the use of secondary road funds on the roads as defined in the acts of 1944 and 1948, and on roads of the local rural road and county road class, with the flexibility to accomplish their use as indicated. The language in the conference agreement with respect to secondary and feeder roads emphasizes the intent of Congress that local rural roads are to be constructed. Among the benefits of Federal-aid secondary roads is that, as a result of the experience of all of the States which will be made available to each of the States, a better type of local road will be constructed that will be an example of a better type of local road to the townships, counties, and States. With the emphasis on local roads, the funds are to be expended on the secondary and feeder roads as defined by the acts of 1944 and 1948. The conference agreement developed new language covering secondary roads which more clearly defines the roads to be included in the Federal-aid secondary highway system and improved with Federal-aid funds. The new language also provides that the State highway departments and the local officials will select the projects for construction with these funds and will determine the specifications for their construction. Following this cooperation projects will be submitted to the Commissioner of Public Roads in the usual way.

Section 2 of the conference agreement includes section 2 of the Senate bill which requires a secondary road unit in the State highway departments to be established within 6 months.

Section 3 of the conference agreement retains the authorization of section 3 of the House bill for \$17,500,000 for forest roads and trails and it includes the amendment of the Senate bill authorizing \$3,500,000 for the Tongass National Forest in Alaska, as recommended by the Director of the Budget.

Section 4 (a), (b), and (c) of the conference agreement is section 4 (a), (b), and (c) of the House bill with a modification of the House provisos so as to permit the construction as provided by existing law and so as to provide for the construction, maintenance, and improvement of parkways, in subsection (b) as provided by the Senate bill, under existing law, and with contract authority for \$3,000,000 in (b).

In section 5 of the conference agreement the House conferees accepted the Senate amendment to eliminate a special authorization of \$70,000,000 for improvement of the national system of interstate

highways. The House conferees also accepted the Senate amendment to authorize counties, cities, or other political subdivisions, as well as States, to issue bonds, the proceeds of which would be used to accelerate the construction of toll-free facilities on the Federal-aid primary and Federal-aid urban systems and to be reimbursed for the principal of bond proceeds so used from future Federal-aid apportionments in the legal pro rata for such Federal-aid projects. All projects financed in this manner will be submitted to the Bureau of Public Roads in the usual way by the State highway department; and future payments of Federal-aid funds to assist in the retirement of the principal of bonds issued by a State, county, city, or other political subdivision and used on such projects will be made to the State.

Sections 6, 7, and 8 of the conference agreement are identical with sections 6, 7, and 8 of the House and Senate bills.

Section 9 of the conference agreement is the same as section 9 of the House bill with the authorization reduced to \$5,000,000 as provided in section 9 of the Senate bill.

Section 10 of the conference agreement is section 10 of the Senate bill, which authorizes \$5,000,000 a year for 2 years for construction under the act of 1930, with modifications. There was no such authorization in the House bill.

Section 11 of the conference agreement authorizes appropriations on the Inter-American Highway of \$8,000,000 in 2 years instead of \$16,000,000 in 4 years as carried in the Senate bill. There was no similar authorization in the House bill but the Budget submitted a recommendation for \$64,000,000 for a period of 8 years. The section as agreed to provides for a modification of the Senate language by striking out the language with respect to construction under contracts with the government of the country in which the construction is to be done and leaves the approval of works and contracts for works to the Secretary of Commerce or the Commissioner of Public Roads.

Section 12 of the conference agreement eliminates section 12 (a) and (b) of the Senate bill and provides in lieu thereof an authorization of \$10,000,000 for defense highways as provided by the Defense Highway Act of 1941. The Senate provisions would have deducted the \$10,000,000 from other road authorizations to be replaced. Under subsection (b) of the Senate section 12 there was no limitation. Section 12, therefore, in the conference agreement is a material reduction from the unlimited authorizations in section 12 (b) of the Senate bill.

Section 13 of the conference agreement was not in the House bill and it is section 13 of the Senate bill as amended to strike out villages and to provide only for hearings for bypassing cities and towns.

Section 14 of the conference agreement is section 10 of the House bill and is identical with section 14 of the Senate bill.

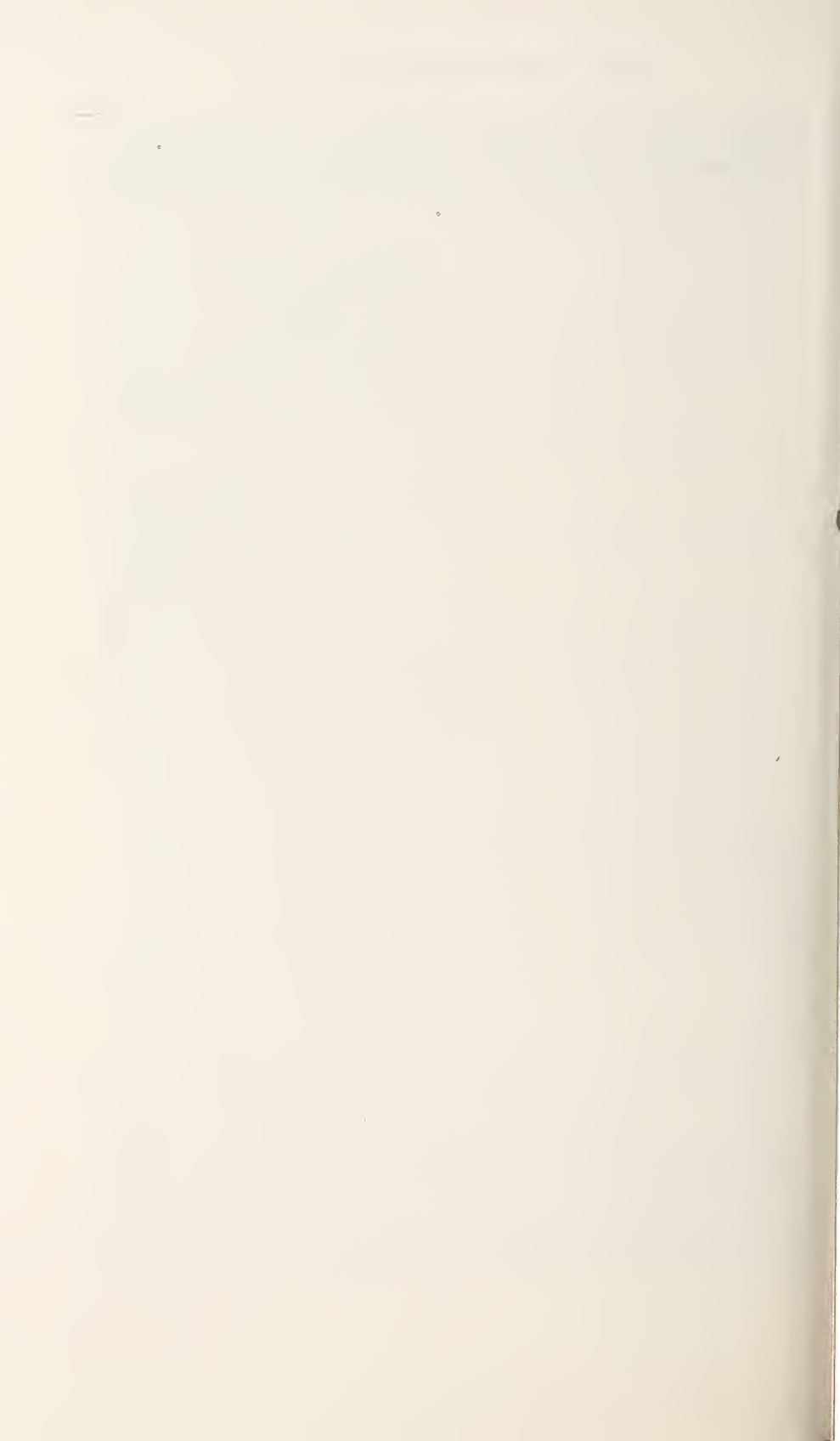
Section 15 of the conference agreement strikes out section 15 (a) and (b) of the Senate bill providing for the raising of bridges over navigable streams at Federal expense with no limit on the authorization, and inserts in lieu thereof section 5 of the House bill which provides that the acts of 1944 and 1948 not inconsistent with this act remain in full force and effect. The conferees felt that inasmuch as there had been no hearings in either the Senate or the House Com-

mittee on Public Works there should be hearings on the raising of bridges and that the authorizations should be in a separate bill.

Sections 16, 17, 18, and 19 of the conference agreement are identical with the same numbered sections of the Senate bill and with sections 11, 12, 13, and 14 of the House bill.

WILL M. WHITTINGTON,
GEORGE H. FALLON,
CLIFFORD DAVIS,
J. W. TRIMBLE,
GEO. A. DONDERO,
J. HARRY MCGREGOR,
PAUL CUNNINGHAM,
Managers on the Part of the House.





little-business man, say, in the State of Kansas can use it. They have to go into it and make printed excerpts. That costs a little money. I am sure, however, that the expense will not be very great and that in the end it will be self-sustaining.

Mr. REES. You have reduced the estimate from \$1,000,000 to \$200,000. There is quite a difference between an estimate for a million and an estimate for \$200,000.

Mr. PRIEST. Just to keep the record straight on that fact, my statement was that it would be a little less than a million. Then I stated that in the current budget the Office of Technical Services which is already in the Department of Commerce asked for only \$200,000.

Mr. REES. It is my view that we should hold down expenses as much as possible and not engage in unnecessary activities that do not relate directly with this war—and we are in a war whether it is admitted or not. I am calling attention to the additional expense by reason of this new activity. If it is very necessary and the people of the country really want to expand this activity and spend the additional funds. I am not in position to criticize. I hope the objective of this legislation may be reached without unnecessary expenditure of funds.

The CHAIRMAN. The time of the gentleman from Kansas has expired.

Mr. O'HARA of Minnesota. Mr. Chairman, I yield myself two additional minutes.

May I say to the gentleman from Kansas that I compliment him and I know he is sincere, for I know his record in supporting economy.

Mr. REES. I appreciate the gentleman's statement.

Mr. O'HARA of Minnesota. But I believe that under this bill there will probably have to be some additional temporary employees in order to unbalance and catalog this information. I do not want to see this made a job-handout proposal and a lot of new people employed. I believe it should be run efficiently and economically. On the other hand, I do not want a lot of employees put on; and I am sure the Department is going to have to justify its request to the Appropriations Committee for money to carry this out, and we know the Appropriations Committee is very cautious about these matters.

Mr. REES. That is right. I want to be assured this activity is really necessary at this time, and no unnecessary funds will be required.

Mr. O'HARA of Minnesota. But I do say to the gentleman from Kansas that I believe this expenditure is necessary to make this technological information available to our people. I believe this information will prove to be of a great deal more value than the cost of the operation. I believe as do others who have expressed themselves that this venture will prove to be self-liquidating when this information is available to be sold to the public.

Mr. REES. I know about the watchfulness of the distinguished gentleman from Minnesota. If he were in charge

of the operation of this legislation I know the expense would be held down as low as possible.

Mr. ALLEN of Illinois. I may say to the gentleman from Minnesota that the gentleman from Kansas [Mr. REES], only works 15 hours a day. I do not see why he cannot work a little longer and go into this thing more thoroughly.

Mr. O'HARA of Minnesota. I understand the gentleman from Kansas gets down here around 7:30 in the morning and does not go home until late.

Mr. REES. The gentleman's statement is appreciated. I should say that the gentleman from Kansas is glad to work for a few extra hours when there is work to be done.

Mr. PRIEST. Mr. Chairman, I have no further requests for time.

Mr. WOLVERTON. Mr. Chairman, I have no further requests for time.

The CHAIRMAN. The Clerk will read the bill for amendment.

The Clerk read as follows:

Be it enacted, etc., That the purpose of this act is to make the results of technological research and development more readily available to industry and business, and to the general public, by clarifying and defining the functions and responsibilities of the Department of Commerce as a central clearinghouse for technical information which is useful to American industry and business.

CLEARINGHOUSE FOR TECHNICAL INFORMATION

Sec. 2. The Secretary of Commerce (hereinafter referred to as the "Secretary") is hereby directed to establish and maintain within the Department of Commerce a clearinghouse for the collection, dissemination, and exchange of scientific, technical, and engineering information, and to this end to take such steps as he may deem necessary and desirable—

(a) To search for, collect, classify, coordinate, integrate, record, and catalog such information from whatever sources foreign and domestic, that may be available;

(b) To make such information available to industry and business, to State and local governments, to other agencies of the Federal Government, and to the general public, through the preparation of abstracts, digests, translations, bibliographies, indexes, and microfilm and other reproductions, for distribution either directly or by utilization of business, trade, technical, and scientific publications and services;

(c) To effect, within the limits of his authority as now or hereafter defined by law, and with the consent of competent authority, the removal of restrictions on the dissemination of scientific and technical data in cases where consideration of national security permit the release of such data for the benefit of industry and business.

RECORDING OF TECHNICAL DEVELOPMENTS

Sec. 3. Any invention, product, or scientific or technical process devised, created, or developed by any person (including any department or agency of the Federal Government, or any employee thereof), may be filed with the Secretary in such manner and upon such conditions as the Secretary shall prescribe, and the Secretary shall make a record of each such invention, product, or process. When certified, under the seal of the Department of Commerce, by the Chief Clerk of the Department of Commerce, or by such other official as the Secretary may designate, such record or a copy thereof, shall be admissible in any patent or other proceedings, and in suits and actions in the courts of the United States, as evidence as to the date of filing of such invention, product, or process.

RULES, REGULATIONS, FEES

Sec. 4. The Secretary is authorized to make, amend, and rescind such orders, rules, and regulations as he may deem necessary to carry out the provisions of this act, and to establish, from time to time a schedule or schedules of reasonable fees or charges for services performed or for documents or other publications furnished under this act: *Provided*, That all moneys hereafter received by the Secretary in payment for publications under this act shall be deposited in a special account in the Treasury, such account to be available, subject to authorization in any appropriation act, for reimbursing any appropriation then current and chargeable for the cost of furnishing copies or reproductions as herein authorized, and for making refunds to organizations and individuals when entitled thereto: *And provided further*, That an appropriation reimbursed by this special account shall, notwithstanding any other provision of law, be available for the purposes of the original appropriation.

It is the policy of this act, to the fullest extent feasible and consistent with the objectives of this act, that each of the services and functions provided herein shall be self-sustaining or self-liquidating and that the general public shall not bear the cost of publications and other services which are for the special use and benefit of private groups and individuals; but nothing herein shall be construed to require the levying of fees or charges for services performed or publications furnished to any agency or instrumentality of the Federal Government, or for publications which are distributed pursuant to reciprocal arrangements for the exchange of information or which are otherwise issued primarily for the general benefit of the public.

REFERENCE OF DATA TO ARMED SERVICES

Sec. 5. The Secretary is directed to refer to the armed services all scientific or technical information, coming to his attention, which he deems to have an immediate or potential practical military value or significance, and to refer to the heads of other Government agencies such scientific or technical information as relates to activities within the primary responsibility of such agencies.

GENERAL STANDARDS AND LIMITATIONS

Sec. 6. Notwithstanding any other provision of this act, the Secretary shall respect and preserve the security classification of any scientific or technical information, data, patents, inventions, or discoveries in, or coming into, the possession or control of the Department of Commerce, the classified status of which the President or his designee or designees certify as being essential in the interest of national defense, and nothing in this act shall be construed as modifying or limiting any other statute relating to the classification of information for reasons of national defense or security.

UTILIZATION OF EXISTING FACILITIES

Sec. 7. (a) The Secretary may utilize any personnel, facilities, bureaus, agencies, boards, administrations, offices, or other instrumentalities of the Department of Commerce which he may require to carry out the purposes of this act.

(b) The Secretary is hereby authorized to call upon other departments and independent establishments and agencies of the Government to provide, with their consent, such available services, facilities, or other cooperation as he shall deem necessary or helpful in carrying out the provisions of this act, and he is directed to utilize existing facilities to the full extent deemed feasible.

RELATION TO OTHER ACTS

Sec. 8. Nothing herein shall be construed to repeal or amend any other legislation per-

taining to the Department of Commerce or its component offices or bureaus.

Mr. PRIEST (interrupting the reading). Mr. Chairman, I ask unanimous consent that further reading of the bill be dispensed with, that it be printed in the Record and be open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Tennessee?

There was no objection.

The CHAIRMAN. The Clerk will report to the committee amendments.

The Clerk read as follows:

Page 2, line 3, strike out "collection, dissemination, and exchange" and insert in lieu thereof "collection and dissemination."

Page 2, strike out beginning with line 23 down through line 12, on page 3.

Page 3, line 14, strike out "4" and insert in lieu thereof "3."

Page 4, line 21, strike out "5" and insert in lieu thereof "4."

Page 5, line 5, strike out "6" and insert in lieu thereof "5."

Page 5, line 17, strike out "7" and insert in lieu thereof "6."

Page 6, line 5, strike out "8" and insert in lieu thereof "7."

The committee amendments were agreed to.

The CHAIRMAN. If there are no further amendments under the rule, the Committee rises.

Accordingly, the Committee rose; and Mr. MILLS having resumed the chair as Speaker pro tempore, Mr. WHITTEN, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (S. 868) to provide for the dissemination of technological, scientific, and engineering information to American business and industry, and for other purposes, pursuant to House Resolution 808, he reported the bill back to the House with sundry amendments adopted in the Committee of the Whole.

The SPEAKER pro tempore. Under the rule the previous question is ordered.

Is a separate vote demanded on any amendment? If not the Chair will put them en grosse.

The amendments were agreed to.

The SPEAKER. The question is on the third reading of the Senate bill.

The bill was ordered to be read a third time and was read the third time.

The SPEAKER pro tempore. The question is on the passage of the bill.

The bill was passed.

A motion to reconsider was laid on the table.

CALL OF THE HOUSE

Mr. BARING. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER pro tempore. Evidently a quorum is not present.

Mr. PRIEST. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 256]

Anderson, Calif.	Green	Murphy
Angell	Gwinn	Murray, Wis.
Arends	Hale	Nelson
Barden	Hall	Nixon
Barrett, Pa.	Edwin Arthur	Norblad
Barrett, Wyo.	Hall	Norton
Bentsen	Leonard W.	O'Konski
Blackney	Hand	Pace
Boggs, La.	Hart	Pfeifer
Bolling	Hays, Ohio	Joseph L.
Bolton, Ohio	Hébert	Pfeifer
Bonner	Heffernan	William L.
Boykin	Heller	Philbin
Brehm	Herlong	Phillips, Tenn.
Brown, Ohio	Herter	Plumley
Buckley, N. Y.	Hinshaw	Powell
Bulwinkle	Holfield	Quinn
Burleson	Jackson, Calif.	Ramsay
Burnside	James	Reed, Ill.
Burton	Javits	Regan
Cannon	Jonson	Riehlman
Celler	Johnson	Rivers
Chatham	Kean	Roosevelt
Chiperfield	Kearney	Sabath
Clemente	Kearns	Sadowski
Cooley	Keefe	Scott, Hardie
Corbett	Kelly, N. Y.	Scott,
Coudert	Kennedy	Hugh D., Jr.
Crawford	Keogh	Shelley
Crook	Kerr	Smith, Kans.
Davenport	Klein	Smith, Ohio
Davis, N. Y.	Lane	Smith, Va.
Davis, Wis.	Larcade	Stanley
Dawson	Latham	Taylor
Delaney	Lichtenwalter	Teague
Dingell	Lodge	Thomas
Dollinger	Lynch	Van Zandt
Donohue	McCulloch	Wadsworth
Durham	McGrath	Weichel
Engel, Mich.	McGregor	Werdel
Engle, Calif.	McMillen, Ill.	Whitaker
Fogarty	Macy	Williams
Fulton	Martin, Iowa	Wilson, Ind.
Furcolo	Mason	Winstead
Gamble	Miller, Calif.	Withrow
Gillette	Morgan	Wolcott
Gilmer	Morrison	Yates
Gore	Morton	
Granahan	Multer	

The SPEAKER pro tempore (Mr. MILLS). On this roll call 286 Members have responded to their names; a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

HIGHWAY ACT OF 1950

Mr. WHITTINGTON. Mr. Speaker, I ask unanimous consent that the conferees on the bill (H. R. 7941), the Highway Act of 1950, may have until midnight tonight to file a conference report.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

The conference report and statement are as follows:

CONFERENCE REPORT (H. REPT. No. 3010)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 7941) to amend and supplement the Federal Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following: "That for the purpose of carrying out the provisions of the Federal Aid Road Act approved July 11, 1916 (39

Stat. 355), and all Acts amendatory thereof and supplementary thereto, and for continuing the construction and reconstruction of highways in accordance with the provisions of the Federal Aid Highway Act of 1944 approved December 20, 1944 (58 Stat. 838), as amended and supplemented by the Federal Aid Highway Act of 1948 (62 Stat. 1105), there is hereby authorized to be appropriated the sum of \$500,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953.

"The sum herein authorized for each fiscal year shall be available for expenditure as follows:

"(a) \$225,000,000 for projects on the Federal-aid highway system.

"(b) \$150,000,000 for projects on the Federal-aid secondary highway system or as may hereafter be added to such system in accordance with the provisions of paragraph (b) of section 3 of the Federal Aid Highway Act of 1944 (58 Stat. 838), as amended and supplemented by the Federal Aid Highway Act of 1948 (62 Stat. 1105): *Provided*, That such funds shall be expended on the secondary and feeder roads, farm-to-market roads, rural mail routes, public school bus routes, local rural roads, county roads, township roads, and roads of the county-road class, with types of construction that can be maintained at reasonable cost to provide all-weather service, and the projects for construction shall be selected and the specifications with respect thereto shall be determined by the State highway department and the appropriate local officials in cooperation with each other. This provision shall not be construed to modify any of the other provisions of paragraph (b) of section 3 of the Federal Aid Highway Act of 1944 (58 Stat. 838), as amended by the Federal Aid Highway Act of 1948 (62 Stat. 1105).

"(c) \$125,000,000 for projects on the Federal-aid-highway system in urban areas.

"The said sums, respectively, for any fiscal year, shall be apportioned among the several States in the manner now provided by law and in accordance with the formulas set forth in section 4 of the Federal Aid Highway Act of 1944 approved December 20, 1944: *Provided*, That the census figures used in making said apportionments shall be those shown by the latest available Federal census.

"Any sums apportioned to any State under the provisions of this section shall be available for expenditure in that State for two fiscal years after the close of the fiscal year for which such sums are authorized, and any amount so apportioned remaining unexpended at the end of such period shall lapse: *Provided*, That such funds for any fiscal year shall be deemed to have been expended if a sum equal to the total of the sums apportioned to the State for such fiscal year is covered by formal agreements with the Commissioner of Public Roads for the improvement of specific projects as provided by this Act.

"Sec. 2. Any State desiring to avail itself of the benefits of the funds apportioned for expenditure on the Federal-aid secondary highway system shall establish in its State highway department within six months after the close of the next regular session of its legislature, a secondary road unit and such department shall be suitably organized to discharge to the satisfaction of the Secretary of Commerce, the duties herein required: *Provided*, That any State highway department may arrange with any county or group of counties having competent highway engineering personnel, suitably organized and equipped to the satisfaction of the State highway department, to supervise construction and maintenance on a county-unit or group-unit basis for the construction and maintenance of secondary road projects:

Provided further, That the term "county" as used in this section shall be construed to include corresponding units of government under any other name in States which do not have county organizations, and likewise in those States in which the county government does not have jurisdiction over highways it may be construed to mean any local governmental unit vested with jurisdiction over local highways.

"Sec. 3. For the purpose of carrying out the provisions of section 23 of the Federal Highway Act (42 Stat. 218), as amended and supplemented, there is hereby authorized to be appropriated (1) for forest highways the sum of \$20,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; (2) for forest development roads and trails the sum of \$17,500,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; and (3) for forest highways within, adjoining, or adjacent to the Tongass National Forest, the additional sum of \$3,500,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to provide for the improvement and extension of the highway facilities to serve the present and potential traffic incident to the further development of the timber and other resources of southeastern Alaska: *Provided*, That immediately upon the passage of this Act, the appropriation herein authorized for forest highways for the fiscal year ending June 30, 1952, shall be apportioned by the Secretary of Commerce for expenditure in the several States, Alaska, and Puerto Rico, according to the area and value of the land owned by the Government within the national forests therein which the Secretary of Agriculture is hereby directed to determine and certify to him from such information, sources, and departments as the Secretary of Agriculture may deem most accurate, and hereafter, on or before January 1 next preceding the commencement of each succeeding fiscal year the Secretary of Commerce shall make like apportionment of the appropriation authorized for such fiscal year: *Provided further*, That the Commissioner of Public Roads may incur obligations, approve projects, and enter into contracts under the apportionment of such authorizations, and his action in so doing shall be deemed a contractual obligation of the Federal Government for the payment of the cost thereof: *Provided further*, That the appropriations made pursuant to authorizations heretofore, herein, and hereafter enacted for forest highways shall be considered available to the Commissioner of Public Roads for the purpose of discharging the obligations created hereunder in any State or Territory: *Provided further*, That the total expenditures on account of any State or Territory shall at no time exceed its authorized apportionment: *And provided further*, That appropriations for forest highways shall be administered in conformity with regulations jointly approved by the Secretary of Commerce and the Secretary of Agriculture.

"Sec. 4. (a) For the construction, reconstruction, improvement, and maintenance of roads and trails, inclusive of necessary bridges, in national parks, monuments, and other areas administered by the National Park Service, including areas authorized to be established as national parks and monuments, and national park and monument approach roads authorized by the Act of January 31, 1931 (46 Stat. 1053), as amended, there is hereby authorized to be appropriated the sum of \$10,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That hereafter appropriations for the construction, reconstruction, and improvement of such park and monument roads shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce.

"(b) For the construction, reconstruction, improvement, and maintenance of parkways, authorized by Acts of Congress, on lands to which title is vested in the United States, there is hereby authorized to be appropriated the sum of \$13,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That hereafter appropriations for the construction of parkways shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce: *Provided further*, That \$3,000,000 of the sum authorized for the fiscal year ending June 30, 1952, shall be available for contract immediately upon the passage of this act.

"(c) For the construction, improvement, and maintenance of Indian reservation roads and bridges and roads and bridges to provide access to Indian reservations and Indian lands under the provisions of the Act approved May 26, 1928 (45 Stat. 750), there is hereby authorized to be appropriated the sum of \$6,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That the location, type, and design of all roads and bridges constructed shall be approved by the Commissioner of Public Roads before any expenditures are made thereon, and all such construction shall be under the general supervision of the Commissioner of Public Roads.

"Sec. 5. Any State, county, city, or other political subdivision that shall issue bonds and use the proceeds of such bonds for the construction of toll-free facilities in order to accelerate the improvement of the National System of Interstate Highways, the Federal-aid primary highway system or the Federal-aid highway system in urban areas, may apply any portion of the funds herein, or hereafter, authorized for expenditure on said systems of highways and apportioned to such State under the provisions of section 1 to aid in retirement of annual maturities of the principal indebtedness of such bonds to the extent that the proceeds of such bonds are actually expended in the construction of said systems of highways: *Provided*, That payment of Federal funds on the principal indebtedness of such bonds shall be made only on account of any such facility that is constructed in accordance with plans and specifications approved in advance of construction by the Commissioner of Public Roads: *Provided further*, That payment of Federal funds pursuant to this subsection shall not exceed the pro rata basis authorized by section 1: *And provided further*, That payments to any State pursuant to this subsection shall be made exclusively from apportionments to such State from funds authorized by the Congress to be apportioned for expenditure on said systems of highways and this subsection shall not be construed as a commitment or obligation on the part of the United States to provide such funds.

"Sec. 6. That section 14 of the Federal Highway Act, approved November 9, 1921 (42 Stat. 212), is hereby amended to read as follows:

"Sec. 14. It shall be the duty of the State to maintain any highway within its boundaries after construction under the provisions of this Act. If at any time the Commissioner of the Bureau of Public Roads shall find that any such highway in any State is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in a proper condition of maintenance, then the Commissioner of Public Roads shall withhold approval of further projects in such State until such highway has been restored to a proper condition of maintenance: *Provided*, That in any State wherein the highway department is without legal authority to maintain a highway so constructed as a secondary or an urban

road project the highway department of such State shall enter into a formal agreement with the appropriate officials of the county or city in which such highway is located for its maintenance, and if at any time the Commissioner of Public Roads shall find that such highway is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in proper condition of maintenance then the Commissioner of Public Roads shall withhold approval of further secondary or urban road projects in such county or city until said highway shall have been placed in a proper condition of maintenance."

"Sec. 7. That subsection (a) of section 5 of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), is hereby amended by increasing the Federal share payable on account of the costs of rights-of-way from 'one-third' to not to exceed 'one-half' of such costs.

"Sec. 8. Section 3a of the Federal Highway Act of November 9, 1921, as amended by the Act of February 20, 1931 (46 Stat. 1173), is hereby amended to read as follows:

"Sec. 3a. That the Secretary of Commerce is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior, and to pay the amount assumed therefor from the funds allotted or apportioned under this Act to the State wherein the reservations and national parks and monuments are located."

"Sec. 9. Not to exceed \$5,000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, shall be available for expenditure by the Commissioner of Public Roads, in accordance with the provisions of the Federal Highway Act, as amended and supplemented, as an emergency relief fund, after receipt of an application therefor from the highway department of any State, in the repair or reconstruction of highways and bridges on the primary or secondary Federal-aid highway systems, which he shall find have suffered serious damage as the result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States, and there is hereby authorized to be appropriated any sum or sums necessary to reimburse the funds so expended from time to time under the authority of this section: *Provided*, That no expenditures shall be made with respect to any such catastrophe in any State unless an emergency has been declared by the Governor of such State and concurred in by the Secretary of Commerce: *Provided further*, That the Federal share payable on account of any repair or reconstruction project provided for by funds made available under this section shall not exceed 50 per centum of the cost thereof.

"Sec. 10. For the purpose of carrying out the provisions of section 3 of the Federal Highway Act (42 Stat. 212), as amended by the Act of June 24, 1930 (46 Stat. 805), there is hereby authorized to be appropriated for the survey, construction, reconstruction, and maintenance of main roads through unappropriated or unreserved public lands, non-taxable Indian lands, or other Federal reservations the sum of \$5,000,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to remain available until expended: *Provided*, That such funds shall be available for expenditure in the lands hereinbefore described on the basis of need in such States, respectively, as determined by the Commissioner of Public Roads upon application of the highway departments of the respective

States and without regard to any law for the apportionment of such funds among said States: *Provided further*, That \$2,500,000 of the sum authorized for the fiscal year ending June 30, 1951, shall be available for contract immediately upon the passage of this Act.

"SEC. 11. (a) Section 1 of the Act entitled 'An Act to provide for cooperation with Central American Republics in the construction of the Inter-American Highway', approved December 28, 1941 (55 Stat. 860), is hereby amended to read as follows:

"(b) There is hereby authorized to be appropriated, in addition to the sums heretofore authorized, the sum of \$4,000,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to be available until expended, to enable the United States to cooperate with the Governments of the American Republics situated in Central America—that is, with the Governments of the Republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama—in the survey and construction of the Inter-American Highway within the borders of the aforesaid Republics, respectively. Not to exceed \$2,000,000 of the appropriation hereinabove authorized for each fiscal year may be expended without requiring the country or countries in which such sums may be expended to match any part thereof, if the Secretary of State shall find that the cost of constructing said highway in such country or countries will be beyond their reasonable capacity to bear. The remainder of such authorized appropriations shall be available for expenditure only when matched to the extent required by this Act by the country in which such expenditure may be made. Expenditures from the sums available on a matching basis shall not be made for the survey and construction of any portion of said highway within the borders of any country named herein unless such country shall provide and make available for expenditure in conjunction therewith a sum equal to at least one-third of the expenditures that may be incurred by that Government and the United States on such portion of the highway. All expenditures by the United States under the provisions of this Act for material, equipment, and supplies shall, whenever practicable, be made for products of the United States or of the country in which such survey or construction work is being carried on. Construction work to be performed under contract shall be advertised for a reasonable period by the Minister of Public Works, or other similar official, of the government concerned in each of the participating countries and contracts shall be awarded pursuant to such advertisements with the approval of the Secretary of Commerce of the United States. No part of the appropriations herein authorized shall be available for obligation or expenditure for work on said highway in any cooperating country unless the government of said country shall have assented to the provisions of this Act; shall have furnished satisfactory assurances that it has an organization adequately qualified to administer the functions required of such country under the provisions hereof; and then only as such country may submit requests, from time to time, for the construction of any portion of the highway to standards adequate to meet present and future traffic needs: *Provided*, That no part of said appropriations shall be available for obligation or expenditure in any such country until the government of that country shall have entered into an agreement with the United States which shall provide, in part, that said country—

"(1) will provide, without participation of funds herein authorized, all necessary right-of-way for the construction of said highway, which right-of-way shall be of a minimum width where practicable of 100 meters in rural areas and 50 meters in municipalities and shall forever be held inviolate as a part of the highway for public use;

"(2) will not impose any highway toll, or permit any such toll to be charged, for use by vehicles or persons of any portion of said highway constructed under the provisions of this Act;

"(3) will not levy or assess, directly or indirectly, any fee, tax, or other charge for the use of said highway by vehicles or persons from the United States that does not apply equally to vehicles or persons of such country;

"(4) will continue to grant reciprocal recognition of vehicle registration and drivers' licenses in accordance with the provisions of the Convention for the Regulation of Inter-American Automotive Traffic, which was opened for signature at the Pan American Union in Washington on December 15, 1943, and to which such country and the United States are parties, or of any other treaty or international convention establishing similar reciprocal recognition; and

"(5) will provide for the maintenance of said highway after its completion in condition adequately to serve the needs of present and future traffic."

"SEC. 12. For the purpose of carrying out the provisions of section 6 of the Defense Highway Act of 1941 (55 Stat. 765) as amended, there is hereby authorized to be appropriated the sum of \$10,000,000, to remain available until expended: *Provided*, That \$2,000,000 of the sum authorized by this section shall be available for contract immediately upon the passage of this act: *Provided further*, That the roads authorized to be constructed under this section shall be certified to the Secretary of Commerce as important to the national defense by the Secretary of Defense or such other official as the President may designate.

"SEC. 13. Any State highway department which submits plans for a Federal-aid highway project involving the by-passing of any city or town shall certify to the Commissioner of Public Roads that it has had public hearings and considered the economic effects of such a location.

"SEC. 14. The Commissioner of Public Roads is authorized and directed to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies in this program to advance the cause of safety on the streets and highways: *Provided*, That not to exceed \$75,000 shall be expended annually for the purposes of this section.

"SEC. 15. All provisions of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), and the provisions of the Federal-Aid Highway Act of 1948, approved June 29, 1948 (62 Stat. 1105), not inconsistent with this act, shall remain in full force and effect.

"SEC. 16. The Secretary is authorized to delegate to the Commissioner of Public Roads any authority vested in him by this Act.

"SEC. 17. If any section, subsection, or other provisions of this Act or the application thereof to any person or circumstance is held invalid, the remainder of this Act and the application of such section, subsection, or other provision to other persons or circumstances shall not be affected thereby.

"SEC. 18. That all Acts or parts of Acts in any way inconsistent with the provisions of

this Act are hereby repealed, and this Act shall take effect on its passage.

"SEC. 19. This Act may be cited as the 'Federal-Aid Highway Act of 1950.'"

And the Senate agree to the same.

WILL M. WHITTINGTON,
GEORGE H. FALLON,
CLIFFORD DAVIS,
J. W. TRIMBLE,
GEO. A. DONDERO,
PAUL CUNNINGHAM,
J. HARRY MCGREGOR.

Managers on the Part of the House.

DENNIS CHAVEZ,
JOHN L. MCCLELLAN,
JOHN SPARKMAN,
ROBERT S. KERR,
ARTHUR V. WATKINS,
GEO. W. MALONE,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H. R. 7941) to amend and supplement the Federal Aid Highway Act approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The Senate struck all after the enacting clause of the House bill and inserted in lieu thereof an amendment which was a complete substitute for the text of the House bill. However, the provisions of the House bill and the Senate amendment were in large part identical. The following statement indicates the differences between the House bill and the Senate amendment and the action of the conferees with respect to these differences.

BILL AS AGREED CARRIES AMOUNTS IN HOUSE BILL FOR PRIMARY, SECONDARY AND URBAN FEDERAL AID ROADS

Section 1 of the conference agreement and section 1 of the House bill authorize \$500,000,000 for appropriations for the fiscal years ending June 30, 1952 and June 30, 1953, on the basis of 45 percent for the Federal-aid primary system, 30 percent for the Federal-aid secondary system, and 25 percent for the Federal-aid urban system, thus authorizing \$225,000,000 for the primary highway system, \$150,000,000 for the secondary highway system, and \$125,000,000 for the urban system. The Senate authorized the identical amount as did the House for the Federal-aid primary system, but reduced by \$15,000,000 the authorization for the secondary highway system and by \$12,500,000 the authorization for the urban areas. The percentages of the availability of the funds for expenditure was disrupted by the Senate amendment reducing the authorizations for secondary highways and for urban highways. Inasmuch as the authorization for Federal-aid primary roads is the same in the House and in the Senate bills, there was no way to maintain the percentage of expenditures of the funds except to raise the Senate authorizations to the amounts carried in the House bill. There are other reductions, however, in the bill as agreed to in conference that make the aggregate of the authorizations both direct and indirect, in the bill as agreed to in conference, less than they were in the Senate bill.

The authorization in the bill as agreed to for primary, secondary, and urban roads in the sum of \$500,000,000 is the same as the

amount carried by the House for these roads and the amount recommended by the President's budget.

SECONDARY ROADS

The Senate, in section 1, undertook to provide that secondary highway funds should be spent only on local rural roads or county roads or roads of the county road class. The House took the position that the language defining secondary and feeder roads in the acts of 1944 and 1948 should be brought forward and that the Senate language should be modified so as to promote the intent that the secondary road funds should be used for the local rural roads and roads of the county road class including township roads as defined in existing law with flexibility in the States desiring to use the secondary funds on the State roads that were on the secondary road system. The intent of Congress is that the funds shall be used as directed on the secondary and feeder roads as described in the conference report. The Senate language was therefore modified so as to emphasize the use of secondary road funds on the roads as defined in the acts of 1944 and 1948, and on roads of the local rural road and county road class, with the flexibility to accomplish their use as indicated. The language in the conference agreement with respect to secondary and feeder roads emphasizes the intent of Congress that local rural roads are to be constructed. Among the benefits of Federal-aid secondary roads is that, as a result of the experience of all of the States which will be made available to each of the States, a better type of local road will be constructed that will be an example of a better type of local road to the townships, counties, and States. With the emphasis on local roads, the funds are to be expended on the secondary and feeder roads as defined by the acts of 1944 and 1948. The conference agreement developed new language covering secondary roads which more clearly defines the roads to be included in the Federal-aid secondary highway system and improved with Federal-aid funds. The new language also provides that the State highway departments and the local officials will select the projects for construction with these funds and will determine the specifications for their construction. Following this cooperation projects will be submitted to the Commissioner of Public Roads in the usual way.

Section 2 of the conference agreement includes section 2 of the Senate bill which requires a secondary road unit in the State highway departments to be established within 6 months.

Section 3 of the conference agreement retains the authorization of section 3 of the House bill for \$17,500,000 for forest roads and trails, and it includes the amendment of the Senate bill authorizing \$3,500,000 for the Tongass National Forest in Alaska, as recommended by the Director of the Budget.

Section 4 (a), (b), and (c) of the conference agreement is section 4 (a), (b), and (c) of the House bill with a modification of the House proviso so as to permit the construction as provided by existing law and so as to provide for the construction, maintenance, and improvement of parkways, in subsection (b) as provided by the Senate bill, under existing law, and with contract authority for \$3,000,000 in (b).

In section 5 of the conference agreement the House conferees accepted the Senate amendment to eliminate a special authorization of \$70,000,000 for improvement of the national system of interstate highways. The House conferees also accepted the Senate amendment to authorize counties, cities, or other political subdivisions, as well as States, to issue bonds, the proceeds of which would be used to accelerate the construction of toll-free facilities on the Federal-aid primary and Federal-aid urban systems and to be reimbursed for the principal of bond pro-

ceeds so used from future Federal-aid apportionments in the legal pro rata for such Federal-aid projects. All projects financed in this manner will be submitted to the Bureau of Public Roads in the usual way by the State highway department; and future payments of Federal-aid funds to assist in the retirement of the principal of bonds issued by a State, county, city, or other political subdivision and used on such projects will be made to the State.

Sections 6, 7, and 8 of the conference agreement are identical with sections 6, 7, and 8 of the House and Senate bills.

Section 9 of the conference agreement is the same as section 9 of the House bill with the authorization reduced to \$5,000,000 as provided in section 9 of the Senate bill.

Section 10 of the conference agreement is section 10 of the Senate bill, which authorizes \$5,000,000 a year for 2 years for construction under the act of 1930, with modifications. There was no such authorization in the House bill.

Section 11 of the conference agreement authorizes appropriations on the Inter-American Highway of \$8,000,000 in 2 years instead of \$16,000,000 in 4 years as carried in the Senate bill. There was no similar authorization in the House bill but the Budget submitted a recommendation for \$64,000,000 for a period of 8 years. The section as agreed to provides for a modification of the Senate language by striking out the language with respect to construction under contracts with the government of the country in which the construction is to be done and leaves the approval of works and contracts for works to the Secretary of Commerce or the Commissioner of Public Roads.

Section 12 of the conference agreement eliminates section 12 (a) and (b) of the Senate bill and provides in lieu thereof an authorization of \$10,000,000 for defense highways as provided by the Defense Highway Act of 1941. The Senate provisions would have deducted the \$10,000,000 from other road authorizations to be replaced. Under subsection (b) of the Senate section 12 there was no limitation. Section 12, therefore, in the conference agreement is a material reduction from the unlimited authorizations in section 12 (b) of the Senate bill.

Section 13 of the conference agreement was not in the House bill, and it is section 13 of the Senate bill as amended to strike out "villages" and to provide only for hearings for bypassing cities and towns.

Section 14 of the conference agreement is section 10 of the House bill and is identical with section 14 of the Senate bill.

Section 15 of the conference agreement strikes out section 15 (a) and (b) of the Senate bill providing for the raising of bridges over navigable streams at Federal expense with no limit on the authorization, and inserts in lieu thereof section 5 of the House bill, which provides that the acts of 1944 and 1948 not inconsistent with this act remain in full force and effect. The conferees felt that inasmuch as there had been no hearings in either the Senate or the House Committee on Public Works there should be hearings on the raising of bridges and that the authorizations should be in a separate bill.

Sections 16, 17, 18, and 19 of the conference agreement are identical with the same numbered sections of the Senate bill and with sections 11, 12, 13, and 14 of the House bill.

WILL M. WHITTINGTON,
GEORGE H. FALLON,
CLIFFORD DAVIS,
J. W. TRIMBLE,
GEO. A. DONDERO,
J. HARRY MCGREGOR,
PAUL CUNNINGHAM,

Managers on the Part of the House.

TRANSPORTATION OF GAMBLING DEVICES IN INTERSTATE AND FOREIGN COMMERCE

Mr. COX. Mr. Speaker, by direction of the Committee on Rules, I call up the resolution (H. Res. 807), and ask for its immediate consideration.

The Clerk read the resolution as follows:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 3357) to prohibit transportation of gambling devices in interstate and foreign commerce. That after general debate, which shall be confined to the bill and continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interstate and Foreign Commerce, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. COX. Mr. Speaker, I yield 30 minutes to the gentleman from Illinois [Mr. ALLEN], and at this time I now yield 5 minutes to the gentleman from Georgia [Mr. PRESTON].

(Mr. PRESTON asked and was given permission to revise and extend his remarks.)

Mr. PRESTON. Mr. Speaker, this rule makes in order the consideration of a bill to prohibit interstate shipment of slot machines. For 2 years I have undertaken to assemble information and data on this subject. I have long since felt that there was not any real justification for the existence of a device or for the use of a device that took from the pockets of the American people \$3,000,000,000 each year. I felt that the use of this device, which is never in any way fair, simply drained from the economy of the various communities of the States large sums of money which trickled into the pockets of racketeers and gangsters in most cases.

I was thinking this morning in connection with the bill that at the other end of the Capitol they are considering a tax bill to raise about \$4,000,000,000 to meet the war emergency. The operation of slot machines is illegal except in four States and two counties of a fifth State. Yet, these slot-machine operations take almost that amount of money out of the pockets of the people annually, usually from the people least able to lose it. It does not come from the wealthy or the rich people, but usually from the fellow who has only a dollar in his pocket, but who thinks he can take a chance and double it. I am satisfied that at one time or another there is not a Member on the floor who has not contributed some of his money to these devices. Some of them are set as high as 90 to 10 against the player.

I want to call your attention to the history of this business. In the year 1885 when various States of the Union formed a national lottery policy and called on Congress to prohibit the interstate ship-

ment of lottery tickets, Congress did so. The slot machine was invented in the same year and doubtless to take the place of the lottery business. Six years later it was improved upon. In 1891 a man by the name of Mills invented the same type of machine that we use today, and the largest company in America today manufacturing these machines bears the name of Mills in the State of Illinois.

They have tried to regulate this evil; various States have undertaken to legalize it and control it, but in almost every instance they have found they could not do it. They have tried in Florida. The gentleman from Florida [Mr. ROGERS], who has taken a great deal of interest in this bill in the committee, and who will be the floor manager for it today, will tell you what happened in his State. They tried it in Louisiana under the administration of Huey Long and they soon abolished the law because the result was more racketeering and gangsterism. They legalized them in Idaho on a local option basis and four of the principal cities in that State did likewise. They soon revoked the law making it legal in those cities. It is true that in the State of Washington it is legal only in private clubs. It is entirely legal in the State of Montana, the State of Nevada, and in two counties in the State of Maryland. Elsewhere it is absolutely illegal.

Despite the existence of these statutes they are operating almost freely throughout the United States. There are some exceptions. The State of Wisconsin has done a fine job in controlling and regulating them. They perhaps have done more than any other State in the Union. But generally speaking they operate almost unhampered.

Why is this possible? How can they do it in these places and operate when it is against the law of the land or certainly of the States? The answer is corruption. In every crime report that has been submitted on gambling in the United States they have charged again and again that the corruption of public officials has resulted in the free operation of slot machines. It is no secret that wherever they operate at least 20 percent of the gross take from these machines usually falls into the hands of the law-enforcement officers.

The SPEAKER pro tempore. The time of the gentleman from Georgia has expired.

Mr. COX. Does the gentleman wish one or two additional minutes?

Mr. PRESTON. I thank the gentleman from Georgia, but I will secure additional time later.

Certainly we should adopt the rule.

Mr. ALLEN of Illinois. Mr. Speaker, I yield 5 minutes to the gentleman from Iowa [Mr. DOLLIVER].

(Mr. DOLLIVER asked and was given permission to revise and extend his remarks.)

Mr. DOLLIVER. Mr. Speaker, this bill (S. 3357) which is to be debated if the rule is adopted came to our body from the Senate where it was passed without very much discussion. It came from the Senate committee and insofar as I know very meager hearings were

held on the bill on the other side of the Capitol.

The bill was referred to the House Committee on Interstate and Foreign Commerce and there, I must say, it received very serious consideration and lengthy hearings. It should be understood what this bill provides.

This is not sumptuary legislation in the sense that it prohibits the use of slot machines or other gambling devices. This prohibits the transportation of slot machines in interstate commerce to those States where the use of such device is prohibited by State law. That is all the bill does, that is all it is designed to do.

I presume a good many constitutional authorities will say that an attempt to outlaw slot machines in the various States by Federal legislation would be unconstitutional. Such legislation if it were passed most emphatically would be subject to attack on constitutional grounds. But I repeat, this bill does not attempt to outlaw slot machines in the various States. It merely prohibits the transportation of slot machines to those States where their use is prohibited or limited by local law.

The background for this legislation stems back to a meeting of law enforcement officers, which was held some months ago in the city of Washington, and I believe another meeting of State attorneys general.

There was at those meetings a good deal of discussion about interstate gambling rackets. Both those meetings asked the Congress to pass this kind of legislation. That is the reason the Senate passed the bill, and should be very persuasive to the Members of the House of Representatives.

There is a real need for it, too. In my own State of Iowa, there has been a definite effort, and I think a very successful effort, to eliminate the use of slot machines in that State. That has come about by the enforcement of the State laws by State and local authorities. Of course, that is the crux of this problem.

This bill will give the local and State authorities assistance in getting the job done. That is all it proposes to do.

I am not revealing any secrets—I am sure I am not—when I say that the attorneys general of the various States very much desire this law. It has a very good analogy when we remember it is a violation of Federal law to transport stolen automobiles across State lines. This is an exact analogy in those States where slot machines are illegal. Accordingly, as the motor-vehicle law did, this law will assist the State authorities in enforcing the law.

We had before us a representative of the State attorney general in the person of Mr. Hammond, attorney general of the State of Maryland, who came before our committee and testified on behalf of his organization.

The SPEAKER pro tempore. The time of the gentleman from Iowa has expired.

Mr. ALLEN of Illinois. Mr. Speaker, I yield the gentleman one additional minute.

Mr. DOLLIVER. Mr. Speaker, at this hearing the following colloquy took place. I did the questioning:

Mr. DOLLIVER. The passage of a law by the Federal Government prohibiting gambling in any of the States would not be constitutional, would it?

Mr. HAMMOND. Not in my opinion; no sir.

Mr. DOLLIVER. Because of the provision of the Constitution that the Federal Government is a Government of delegated powers, and all residual powers rest in the State governments. Or in the people? Is that correct?

Mr. HAMMOND. Correct, sir.

Mr. DOLLIVER. So, accordingly, what is attempted here, and the thing that the attorneys general resolved upon, was merely an assist on the part of the Federal Government, rather than any primary legislation on the subject of gambling.

Mr. HAMMOND. And an assist which is within their control; to call upon, or not to need, as they determine.

Mr. Speaker, I hope this rule will be adopted and that the bill will be passed.

Mr. ALLEN of Illinois. Mr. Speaker, I yield 5 minutes to the gentleman from Michigan [Mr. HOFFMAN].

(Mr. HOFFMAN of Michigan asked and was given permission to revise and extend his remarks and include an article appearing in Collier's.)

Mr. HOFFMAN of Michigan. Mr. Speaker, those who have paid any attention of late to vice as controlled by the national racketeers in the cities realize that many times elections are swayed by the money that comes from slot machines.

Sometimes, too, those who have been convicted and are serving time in Federal and other prisons are liberated because of the corrupt use of the funds which come from slot machines.

I recall that in a previous Congress, when the Capone gangsters had been sentenced to prison terms of 10 years each, their attorneys had pleaded for a short term of 10 years. Those attorneys said that because of the character of the offense—conspiracy to extort a million or more from members of a union—there was no possible hope of any of those men being released on parole or pardoned before the expiration of their terms.

Nevertheless, money enough was collected from slot machines in the city of Chicago so that influence enough was purchased—and the hearings show that—to obtain paroles for those men. Later some of them were sent back to prison and some were not.

The point is this, that all over the country in the cities of this land, those operating slot machines collect funds running sometimes into the hundreds of thousands, sometimes approaching nearly a million dollars, which they use to buy up, if I may use that expression, the law-enforcing officers. They buy protection.

I hold in my hand an article from Collier's, dated September 2, which I ask unanimous consent to insert at this point in my remarks.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Michigan?

There was no objection.



FILE COPY

Congressional Record

United States
of America

PROCEEDINGS AND DEBATES OF THE 81st CONGRESS, SECOND SESSION

Vol. 96

WASHINGTON, TUESDAY, AUGUST 29, 1950

No. 172

House of Representatives

The House met at 12 o'clock noon.

Rev. Bernard Braskamp, D. D., the Chaplain, offered the following prayer:

God of all grace and goodness, Thou hast entrusted Thy servants with a high and sacred vocation. May they earnestly covet the benediction which Thou dost bestow upon the faithful.

Grant that daily we may bear witness to our kinship with Thee, counting it our greatest privilege to avail ourselves of Thy divine companionship, our highest wisdom to seek and follow Thy guidance, and our loftiest aspiration to incarnate the spirit of our blessed Lord and to manifest that spirit in all the spheres of human relationships.

Hear us in Christ's name. Amen.

THE JOURNAL

The Journal of the proceedings of yesterday was read and approved.

MESSAGE FROM THE SENATE

A message from the Senate, by Mr. McDaniel, its enrolling clerk, announced that the Senate agrees to the amendments of the House to a bill of the Senate of the following title:

S. 456. An act to authorize the construction, protection, operation, and maintenance of a public airport in or in the vicinity of the District of Columbia.

The message also announced that the Senate insists upon its amendments to the bill (H. R. 7824) entitled "An act to provide for the administration of performance-rating plans for certain officers and employees of the Federal Government, and for other purposes," disagreed to by the House; agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. FREAR, Mr. LONG, and Mr. DWORSHAK to be the conferees on the part of the Senate.

The message also announced that the Senate insists upon its amendments to the bill (H. R. 8992) entitled "An act to eliminate the additional internal-revenue taxes on coconut oil from the Trust Territory of the Pacific Islands, and for other purposes," disagreed to by the House; agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr.

GEORGE, Mr. CONNALLY, Mr. BYRD, Mr. MILLIKIN, and Mr. TAFT to be the conferees on the part of the Senate.

The message also announced that the Senate insists upon its amendment to the bill (H. R. 8028) entitled "An act to authorize the Secretary of the Interior to dispose of the remaining Government lots in the town site of St. Marks, Fla.," disagreed to by the House; agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. O'MAHONEY, Mr. MURRAY, and Mr. BUTLER to be the conferees on the part of the Senate.

The message also announced that the Senate disagrees to the amendments of the House to the bill (S. 3409) entitled "An act to establish a new Grand Teton National Park in the State of Wyoming, and for other purposes," requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. O'MAHONEY, Mr. MURRAY, Mr. McFARLAND, Mr. BUTLER, and Mr. MILLIKIN to be the conferees on the part of the Senate.

The message also announced that the Senate agrees to the reports of the committees of conference on the disagreeing votes of the two Houses on the amendments of the Senate to a bill and joint resolution of the House of the following titles:

H. R. 7265. An act to provide for the conduct of a periodic census of governments; and

H. J. Res. 238. Joint resolution to provide the privilege of becoming a naturalized citizen of the United States to all immigrants having a legal right to permanent residence.

MESSAGE FROM THE PRESIDENT

A message in writing from the President of the United States was communicated to the House by Mr. Miller, one of his secretaries, who also informed the House that on the following dates the President approved and signed bills and a joint resolution of the House of the following titles:

On August 23, 1950:

H. R. 2121. An act to direct the Secretary of the Interior to convey abandoned school properties in the Territory of Alaska to local school officials.

On August 25, 1950:

H. R. 4136. An act for the relief of Helen M. Booth;

H. R. 2354. An act for the relief of the estate of Wade H. Noland;

H. R. 4584. An act to provide for disposition of lands on the Cabazon, Augustine, and Torres-Martinez Indian Reservations in California, and for other purposes;

H. R. 7155. An act to authorize the Secretary of Agriculture to cooperate with the States to enable them to provide technical services to private forest-land owners, and for other purposes;

H. R. 7209. An act authorizing and directing the Secretary of the Interior to undertake continuing studies of Atlantic coast fish species for the purpose of developing and protecting fish resources;

H. R. 8112. An act to provide for the transfer to the States of the replicas of the State seals removed from the Chamber of the House of Representatives of the United States; and

H. R. 9023. An act to amend the Hatch Act,

On August 26, 1950:

H. R. 7439. An act to protect the national security of the United States by permitting the summary suspension of employment of civilian officers and employees of various departments and agencies of the Government, and for other purposes.

On August 28, 1950:

H. R. 6000. An act to extend and improve the Federal old-age and survivors insurance system, to amend the public-assistance and child-welfare provisions of the Social Security Act, and for other purposes; and

H. J. Res. 510. Joint resolution to exempt certain counsel employed by committee from certain Federal laws under Special Committee on Campaign Expenditures, 1950.

RESIGNATION FROM AND APPOINTMENT TO COMMITTEE ON APPROPRIATIONS

The SPEAKER laid before the House the following resignation from a committee:

The Honorable the SPEAKER,
House of Representatives,

Washington, D. C.

DEAR MR. SPEAKER: I hereby tender my resignation as a member of the Committee on Appropriations.

Respectfully,

CHARLES A. PLUMLEY.

The SPEAKER. Without objection, the resignation will be accepted.

There was no objection.

Mr. MARTIN of Massachusetts. Mr. Speaker, I offer a resolution (H. Res. 830) and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved That NORRIS COTTON, of New Hampshire, be, and he is hereby elected a member of the standing Committee of the House of Representatives on Appropriations.

The resolution was agreed to.

PERMISSION TO ADDRESS THE HOUSE

Mr. MARTIN of Massachusetts. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

HON. CHARLES A. PLUMLEY

Mr. MARTIN of Massachusetts. Mr. Speaker, it is with deep regret I note the resignation of my good friend of many years, CHARLIE PLUMLEY, from the Committee on Appropriations. It is an indication of his determination not to return to the next Congress.

Mr. PLUMLEY is retiring voluntarily. He could have been reelected without difficulty but felt he was entitled to a few years when he could rest, travel, and enjoy more of the comforts of life.

Mr. PLUMLEY has had a long and brilliant public career. He has served the people of his State in many fields of activity.

He was a valued legislator in his home State of Vermont where he presided with grace and dignity as Speaker of the House. He was known as one of the ablest Speakers ever to preside over the Vermont Legislature.

He served for years as president of Norwich University, an outstanding military college. The institution is popularly called another West Point. From this school have come many men who won high rank in military and civilian life of our country.

Here in Washington Mr. PLUMLEY has served for years as a valued Member of the House. He was a member of the hard working Appropriations Committee and for years an invaluable member of the Naval Affairs Subcommittee. During the war years and since he has had a prominent part in building a strong American Navy.

Mr. PLUMLEY is a man of acknowledged ability and strong in his convictions. He believes in America and works diligently to make a better country.

He is blessed in his family life, a gracious and lovely wife and a fine family are the joy of his life.

His daughter, Mrs. Adams, I am pleased to say, is one of my good friends and constituents in the town of Wellesley.

Here in the House of Representatives, Mr. PLUMLEY is universally esteemed on both sides of the aisle, and I know I speak for all when I say we all wish him many years of health and happiness in the years that lie ahead.

Mr. McCORMACK. Mr. Speaker, will the gentleman yield?

Mr. MARTIN of Massachusetts. I yield to the distinguished majority leader.

Mr. McCORMACK. Mr. Speaker, I join with the distinguished gentleman from Massachusetts [Mr. MARTIN], the

minority leader in the fine expressions of praise about our friend, the gentleman from Vermont [Mr. PLUMLEY], who has rendered outstanding service while a Member of this body. CHARLES PLUMLEY is a man deeply versed in international law. His forbears were not only great students of international law, but some of them occupied most prominent positions in our Government in previous generations, and made marked contributions to the progress of our country, particularly to the solution of the grave international problems of their day.

Mr. WIGGLESWORTH. Mr. Speaker, I, too, regret very much that the decision of our good friend, CHARLIE PLUMLEY, of Vermont, is to deprive us of our daily association with him here in the House.

Few Americans can point to public services extending over a longer period of time, service to both State and to the Nation.

Fifty-six years ago CHARLIE PLUMLEY entered the public service as assistant secretary of the Vermont Senate.

Since that time he has served as clerk of the house of representatives in Vermont, as commissioner of taxes, as a member of the house of representatives, as speaker of the house of representatives, and for 18 years as a Member of the Congress of the United States.

In addition, he was for the period of 4 years president of Norwich University, where students were trained to take their places in the Armed Forces of the Nation and he has himself served in the Vermont National Guard and in the Officer's Reserve Corps.

For many years, while a Member of this House, he has served as a member of the powerful Appropriations Committee and as a high-ranking member of that committee, bringing to its deliberations his knowledge of and love for the Armed Forces of the country.

We have worked shoulder to shoulder in the work of the committee.

His long and distinguished record of service will always, I know, be a source of genuine satisfaction to him and to those close to him.

He will be greatly missed by his many friends here on both sides of the aisle. I join in wishing for him health and every possible happiness in the years to come in his well-earned retirement.

MRS. CAROLYN MULDOWNY

Mr. STANLEY. Mr. Speaker, by direction of the Committee on House Administration, I offer a privileged resolution (H. Res. 823) and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That there shall be paid out of the contingent fund of the House to Mrs. Carolyn Muldowny, widow of Joseph D. Muldowny, Jr., late an employee of the House of Representatives, an amount equal to 6 months' salary at the rate he was receiving at the time of his death and an additional amount not to exceed \$350 toward defraying the funeral expenses of the said Joseph D. Muldowny, Jr.

The resolution was agreed to.

A motion to reconsider was laid on the table.

FEDERAL-AID HIGHWAY ACT OF 1950

Mr. WHITTINGTON. Mr. Speaker, I call up the conference report on the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes; and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of August 28, 1950.)

Mr. WHITTINGTON. Mr. Speaker, the statement of the managers on the part of the House and the conference report appear in the CONGRESSIONAL RECORD of Monday, August 28, 1950, pages 13832-13835, inclusive, and the printed reports are available to all Members. I therefore ask unanimous consent that the further reading of the statement be dispensed with and that the statement be printed at this point.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

The SPEAKER. The question is on agreeing to the conference report.

Mr. WHITTINGTON. Mr. Speaker, the Senate struck all after the enacting clause of the House bill and inserted in lieu thereof an amendment which was a complete substitute for the text of the House bill. The provisions of the House and Senate bills, however, were in large part identical. In lieu of the Senate amendment the bill as set forth in the conference report will take the place of both the House and Senate bills which, as stated, were similar in many respects.

There is in the statement of the managers on the part of the House an analysis of the bill agreed to in conference which sets forth, section by section, the differences between the bills of the House and Senate. It would be difficult for me to add anything to the very clear statement of the House managers.

PRIMARY, SECONDARY, AND URBAN FUNDS—SECTION 1 OF THE CONFERENCE AGREEMENT

The House bill, and the Senate bill, each carried \$225,000,000 for the primary highway system. The Senate bill carried \$15,000,000 less than the House bill for secondary roads, and \$12,500,000 less than the House bill for the urban areas. The percentages of the total appropriation in the acts of 1944 and 1948 were 45 percent for primary roads, 30 percent for secondary roads, and 25 percent for urban areas. The Senate bill was out of balance and disrupted the percentage of funds as between the three classes of roads adopted in the acts of 1944 and 1948. Inasmuch as the amount of the primary funds was not in dispute, the House amounts for secondary roads and for urban areas are retained in the conference agreement. The total authorization is identical with the amounts of

the House bill and is in accord with the recommendation of the President.

SECONDARY ROADS

The House bill provided that secondary road funds should be expended according to the acts of 1944 and 1948. The Senate bill undertook to change this provision so as to require that the funds be spent on county roads and local rural roads. There was no flexibility that would enable States desiring to do so to use these funds on secondary roads that are in the State system. The language of the Senate bill was at least conflicting with the language of the acts of 1944 and 1948 respecting secondary roads.

It was the intent of the House bill and the Senate bill to provide for local secondary roads in language flexible enough to enable States to use secondary funds on a higher type of State roads of the secondary system if they so desired. The Senate language was stricken and the provision covering secondary roads as set forth in the conference agreement was adopted. A full explanation is set forth in the statement of the managers on the part of the House. Under the conference agreement all projects for secondary and feeder roads and all projects selected, and all specifications with respect thereto, and all secondary roads selected for construction, are to be approved by the Commissioner of Public Roads as provided in the acts of 1944 and 1948.

SEVENTY-MILLION-DOLLAR INTERREGIONAL HIGHWAY SYSTEM

The House bill included \$70,000,000 for the improvement of the national system of interstate highways. This provision is eliminated in the conference agreement.

AMOUNTS

The House bill provided for a total annual authorization of \$646,575,000. The bill as agreed to in conference provides for \$594,075,000 annually for the two fiscal years, or substantially \$50,000,000 less than the total of the House bill.

It is fair to say that while the Senate bill provided for a definite total of \$569,075,000, there were two indefinite authorizations that would have more than made up the difference between the definite amounts as carried in the Senate bill and the House bill of approximately \$25,000,000 annually. The indefinite amounts covered access and defense highways and bridges as carried in the Senate bill.

Section 2 of the conference agreement includes section 2 of the Senate bill which requires a secondary road unit in the State Highway Departments and this section was recommended by the Commissioner of Public Roads. As a matter of fact, such units have been set up in practically all of the highway departments of the States.

The conference agreement carries the amounts of the House bill for forest roads and trails, with an additional \$3,500,000 for the Tongass National Forest in Alaska as recommended by the Director of the Budget.

The conference agreement carries the amounts as provided in the House bill

for construction of parkways and for roads in Indian reservations and Indian lands, and with contract authority of \$3,000,000 as provided in the Senate bill for parkways.

The conference agreement reduces the authorization for emergency funds in the House bill from \$10,000,000 to \$5,000,000.

The conferees agreed to retain section 10 of the Senate bill which authorizes \$5,000,000 annually for 2 years for construction under the act of June 24, 1930, with modifications. There was no such authorization in the House bill. I trust there will be no such authorization in future bills.

INTER-AMERICAN HIGHWAY

The Senate bill authorized appropriations of \$16,000,000 for 4 years on the Inter-American Highway system. The conference agreement carries \$8,000,000, or \$4,000,000 annually for 2 years, with modifications of contract authority as contained in the Senate bill, and as set forth in the statement of the managers on the part of the House.

ACCESS AND DEFENSE HIGHWAYS

The Senate bill authorizes \$10,000,000 for defense highways with provisions for indefinite amounts for access and defense highways. The conference agreement eliminated the Senate provision and authorized \$10,000,000 for defense highways. This is a material reduction in the amount of the Senate bill. The \$10,000,000 was recommended by the President.

The conference agreement adopts the Senate provision with respect to hearings for bypassing cities and towns. The provisions for hearings with respect to villages was eliminated. There was no similar provision in the House bill and the House conferees reluctantly agreed.

The conference agreement eliminates the section of the Senate bill providing for the raising of bridges over navigable streams and for Federal authorizations to contribute to the cost thereof. There were no hearings before the Committee on Public Works of either House. This section, therefore, was eliminated without prejudice to further consideration or hearings respecting the amendment.

The conference agreement provides for continuing the constructive Federal-aid highway program of the acts of 1944 and 1948 for the fiscal years 1952 and 1953.

Mr. Speaker, inasmuch as the conference report provides for the adoption of the last major bill that I shall present before the expiration of my term at the close of the present session, I wish to express my appreciation to the members of the House Committee on Public Works for their loyalty, cooperation, and confidence accorded to me as chairman of the committee. At the time the pending bill was originally considered and passed by the House, and when other major bills during the present session reported by me as chairman of the committee on Public Works were under consideration, and especially on the occasion of my seventy-second birthday on May 4, 1950, members of the committee, and other Members of the House, were most gracious, as shown by the proceedings of

the House, in their expressions of commendation of my work as a member of the committee and of the House. I am most grateful to you, Mr. Speaker, to the majority leader, the gentleman from Massachusetts [Mr. McCORMACK], to the minority leader, the gentleman from Massachusetts [Mr. MARTIN], to the former majority leader, the gentleman from Indiana [Mr. HALLECK], to my colleagues from Mississippi, and to the Members of the House, for generous tributes to me on the floor of the House. I express my grateful appreciation to the many other Members of the House and the Senate who have spoken to me personally and referred most generously to my services as a Member of the House during the present session.

At the conclusion of my present term, I shall retire, gracefully, I trust, and gratefully I know. I have had the honor and privilege of serving as a Member of the House of Representatives for 13 consecutive terms. Members have been kind enough to say they will miss me. I will miss them more than they miss me. While my eyes are toward the setting sun and the span of my life is drawing, I trust slowly, to a close, I retire from the membership of the House, with good wishes for the success and prosperity of all Members and with an abiding belief in the American system of Government, with the two-party system and majority rule, with the sovereignty of the Union, and with the rights and responsibilities of the States. My interest in public affairs and in good government will continue to the end of my life.

Mr. Speaker, I have no requests for time. I understand the report is generally satisfactory. I know of no opposition.

Mr. DONDERO. Mr. Speaker, will the gentleman yield?

Mr. WHITTINGTON. I yield.

Mr. DONDERO. Mr. Speaker, this is a unanimous report from the conferees, and I have no requests for time and know of no opposition.

Mr. WHITTINGTON. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The SPEAKER. The question is on agreeing to the conference report.

The conference report was agreed to. A motion to reconsider was laid on the table.

Mr. WHITTINGTON. Mr. Speaker, I ask unanimous consent for the immediate consideration of the resolution (H. Con. Res. 274), to correct a typographical error.

The Clerk read the resolution, as follows:

Resolved by the House of Representatives (the Senate concurring), That the Clerk of the House of Representatives in the enrollment of the bill H. R. 7941, the Federal Aid Highway Act of 1950, is authorized and directed to make the following corrections: In the provisos of section 5 strike out the words "subsection" wherever they occur and insert the words "section."

Mr. WHITTINGTON. Mr. Speaker, the resolution is self-explanatory. It was simply a typographical error. The word "subsection" occurred and it should be "section."

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

The resolution was agreed to.

A motion to reconsider was laid on the table.

Mr. WHITTINGTON. Mr. Speaker, I ask unanimous consent that all Members may have permission to extend their remarks at this point in the Record on the Federal Highway Act.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

HIGHWAYS AND THE WAR EMERGENCY

Mr. STOCKMAN. Mr. Speaker, in the face of the potentialities of the present international situation, highway transportation may well look to the lessons of World War II. The impact of Pearl Harbor was sudden and dramatic. Crude rubber sources were suddenly cut off; oil, steel, and the capacities of the automotive industry were wholly devoted to the machinery of war. Depleted in manpower, and with new equipment and essential materials unavailable, the highway departments were called upon to maintain a road system that was already inadequate.

The need was urgent, for the main highways and the access roads to war plants, military establishments, and sources of raw materials were vital links in our production line. Though pleasure travel ceased to exist, truck travel remained almost at a prewar level and average loads increased appreciably, particularly for the heavier vehicles. Parts for planes, ships, and guns were in many cases hauled hundred of miles to the final assembly plants and thence trucked to ports of embarkation. Passenger cars played their part by providing transportation for millions of workers to and from factories, often located miles from the nearest city.

The lesson in all this is obvious; highways so essential in times of emergency cannot be built when the demand is greatest; they must be built now. The greatest usage, in war as in peace, is on the principal highways of the Nation. In this the Department of National Defense concurs.

Traffic has increased tremendously since the war. Forty-five million motor vehicles were registered in 1949, and they traveled 424,000,000,000 vehicle-miles in that year. But seven-eighths of that travel was on the 660,000 miles of city streets and main rural highways. A fifth of all travel was on the 40,000-mile national system of interstate highways, which comprises little more than 1 percent of the total mileage of public roads and streets.

Ton-miles of freight carried by trucks have increased from 28,000,000,000 in 1936 to 89,000,000,000 in 1949. Heavier loadings are evidenced by the fact that in 1936 only 43 trucks per 1,000 weighed 15 tons or more while in 1949 the number had risen to 148. Axle loads exceeding 18,000 pounds increased almost six-fold in frequency during the same period.

The highway load continues to increase. The production of motor vehicles is running at a rate of well above 5,000,000 units a year. Vehicle-mileage of travel is now up about 8 percent over last year.

Highway inadequacy, age, and obsolescence are with us more than ever before. Even on the 40,000-mile interstate system—the most important roads in the country—the average age of all surfaces is 12 years, and the average age of the roadbeds on which these surfaces rest is 17 years. In less than 10 years from now, more than half of the existing surfaces of this network will be worn out. Many of the existing surfaces are deficient in width, strength, and sight distances, and have excessive curves and grades. A survey of the system in 1949 by the State highway departments and the Bureau of Public Roads revealed that only 6 percent of the existing mileage was entirely adequate for the traffic it carried.

The primary Federal-aid system, which includes as its important core the interstate system, consists of 219,000 miles of rural primary State highways and 14,000 miles of important city streets. The condition generally of the system is not much different from that of the interstate system. The urban portions particularly are obsolete and tremendously congested.

Much has been done since the end of World War II. Contracts awarded by the State highway departments for highway construction amounted to \$0.8 billion in fiscal year 1947, \$1.0 billion in 1948, and \$1.1 billion in 1949; corresponding mileages of construction were 47,100, 41,000, and 39,800. Federal-aid improvements constituted a large segment of these State programs. The anomaly of increasing expenditures and decreasing mileages is accounted for in part by the rise in construction costs which, in 1948, were more than double those of 1940 and only began to decline slightly in 1949. Additionally, the contracts awarded in the more recent years include a larger proportion of the complex urban expressways.

The Congress has recognized the urgent need for highway improvement, compounded by the enforced hiatus during the last war and the tremendous growth of traffic since. Authorizations for Federal aid for highways were \$500,000,000 each for the fiscal years 1946, 1947, and 1948, and \$450,000,000 for 1950 and 1951. Estimated highway expenditures in 1949 by the Federal, State, and local governments combined were \$3.7 billion, but only 54 percent of this was for replacement and new construction. To overcome the deficiencies of our entire 3.3 million miles of roads and streets will cost, according to various estimates, from \$42 to \$47,000,000,000. More than \$11,000,000,000 of this would be for the important interstate system alone.

It is imperative that we overcome these deficiencies soon. Our peacetime economy is geared to the wheels of our \$45,000,000 cars, busses, and trucks. Congestion, delay, and excessive wear on these vehicles because of our inadequate

roads, and the innumerable accidents resulting from the congestion and the inadequacy, are costing us far more than it would to provide the remedies.

Needs of the national defense require a rapid improvement, especially of the vital interstate system. Should a war come, it can be taken for granted that money, men, and materials will not be available for highways except for maintenance and the most essential of improvements. Yet the highways will be called upon as never before. They will be part of the assembly, production, and transmission lines of war materials. They will be vital for the strategic movement of troops. They will be important for the mass evacuation of urban centers.

The railroads, as in the last war, can carry a large proportion of the long-distance bulk hauling. At present, however, there is a serious shortage of box cars, and a sudden emergency now might throw an even heavier burden on the highways.

Important in war or peace are our forest highways, as means of access to sources of essential minerals and timber. The supply of timber on private lands was very nearly exhausted during the last war. Timber stands in national forests adjacent to forest highways amount to 358,000,000,000 board feet, and are capable of supplying 5,000,000 board feet annually. The old forest highways took a pounding from heavy loads of logs during the war and need reconditioning. New forest roads are needed to tap additional timber stands.

The importance of highway transportation in my own State of Oregon is indicated by the estimated two and eight-tenths billion vehicle-miles of travel on the 6,800 miles of State highways in 1949. The problems common to the Nation exist at home, but are compounded by Oregon's rapid population growth, expanding economy, and increased per capita vehicle ownership and use—all of which surpass the average for the United States as a whole.

Oregon's highway problems were studied exhaustively in 1948. A comprehensive factual report was prepared for a legislative interim committee, showing the deficiencies and needs of the State's highway transportation systems. The total needs were estimated at \$705,000,000, of which \$469,000,000 was for State highways. In the report Highways Needs of the National Defense made to Congress in 1949 it was estimated that the 700 miles of the interstate system required improvements costing \$118,000,000. The report to the State legislative committee recognized that the interstate system is of the greatest importance to travel service as well as national welfare.

Oregon moved toward solution of its highway problems in 1949 by increasing its gasoline tax from 5 to 6 cents per gallon. Total road-user revenues in the State amounted to \$33,000,000, and Federal aid provided an additional \$6,500,000. Thus Federal aid, amounting to 17 percent of the State's highway income is essential to the continued improvement of Oregon's main roads and streets.

The 1,382 miles of forest highways in Oregon—6 percent of the Nation's total forest mileage—provide access to timber stands of great importance to the entire country. In the fiscal year 1949, 40 miles of construction were completed at a total cost of \$2,900,000, and 114 miles were under construction at an estimated cost of \$6,000,000. Both of these amounts were very largely from Federal funds.

SPECIAL ORDERS GRANTED

Mrs. ROGERS of Massachusetts asked and was given permission to address the House for 5 minutes today, following the legislative business of the day and any other special orders heretofore entered, and to revise and extend her remarks and include an editorial.

Mr. MADDEN asked and was given permission to address the House for 30 minutes on tomorrow, Wednesday, August 30, 1950, following the legislative business of the day and any other special orders heretofore entered.

CORRECTION OF THE RECORD

Mr. McMILLAN of South Carolina. Mr. Speaker, I ask unanimous consent to correct the Record of August 26. I am quoted as requesting a separate vote on the Tackett amendment on the supplementary appropriation bill. The gentleman from Kentucky [Mr. BATES] made that request, and I ask unanimous consent that the permanent Record be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

NEW GRAND TETON NATIONAL PARK

Mr. PETERSON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (S. 3499) to establish a new Grand Teton National Park in the State of Wyoming, and for other purposes, and agree to the conference asked by the Senate.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Florida? [After a pause.] The Chair hears none and appoints the following conferees: Messrs. PETERSON, MURDOCK, MORRIS, CRAWFORD, and D'EWART.

EXTENSION OF REMARKS

Mr. McCORMACK asked and was given permission to extend his remarks in two instances; to include in one an editorial appearing in this morning's Washington Post, and in the other a memorandum relating to the majority opinion of the Ninth Circuit Court of Appeals releasing Harry Bridges on bail.

Mr. ARENDS. Mr. Speaker, I ask unanimous consent to extend my remarks in the Appendix of the Record and that those remarks may appear in the permanent Record following the remarks of the gentleman from Michigan [Mr. HOFFMAN] and others regarding the gentleman from New York [Mr. COLE] on August 24.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

There was no objection.

[The matter referred to will appear hereafter in the Appendix.]

Mr. FENTON asked and was given permission to extend his remarks and include a newspaper article.

Mr. POTTER asked and was given permission to extend his remarks and include a newspaper article, and in another instance to include a speech by the gentleman from Wisconsin [Mr. DAVIS].

Mr. SADLAK asked and was given permission to extend his remarks and include a newspaper editorial.

Mr. WOLVERTON asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. WEICHEL asked and was given permission to extend his remarks in three instances and include news items.

Mr. ELLSWORTH asked and was given permission to extend his remarks and include a letter.

Mr. COLE of New York asked and was given permission to extend his remarks and include a newspaper article.

Mr. GAMBLE asked and was given permission to extend his remarks in six instances, and include editorials and extraneous matter.

Mr. WIGGLESWORTH asked and was given permission to extend his remarks immediately following the remarks of the gentleman from Massachusetts [Mr. McCORMACK] with reference to the gentleman from New York [Mr. PLUMLEY].

Mr. DONDERO asked and was given permission to extend his remarks and include an editorial.

Mr. HILL asked and was given permission to extend his remarks and include an editorial.

Mr. LANE asked and was given permission to extend his remarks in five instances, and include extraneous matter.

Mr. BRYSON asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. O'TOOLE asked and was given permission to extend his remarks and include an editorial from today's New York Times.

Mr. BIEMILLER asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. KRUSE asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. O'NEILL asked and was given permission to extend his remarks and include two articles from the Scranton Times and two from the Scranton Tribune.

Mr. HOLIFIELD (at the request of Mr. PRICE) was given permission to extend his remarks.

Mr. EVINS asked and was given permission to extend his remarks.

Mr. ASPINALL asked and was given permission to extend his remarks and include an editorial from the Denver Post.

Mr. GORSKI asked and was given permission to extend his remarks and include an article from the Buffalo Courier Express.

Mr. THORNBERRY asked and was given permission to extend his remarks

and include an article from Collier's, notwithstanding the fact that the Public Printer estimates the additional cost will be \$184.50.

Mr. BROOKS asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. DOYLE asked and was given permission to extend his remarks in two instances and in each to include extraneous matter.

PROGRAM FOR THE BALANCE OF THE WEEK

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent to proceed for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

Mr. McCORMACK. Mr. Speaker, I take this time in order to make an announcement for the information of the Members in connection with the program for this week. After the Wood bill is disposed of by the House, I do not say immediately, but some day this week, contempt proceedings will be brought up, having been voted out by the Special Committee on Lobbying, against Edward A. Rumely, William L. Patterson, and Joseph T. Camp.

Mr. HALLECK. Mr. Speaker, will the gentleman yield?

Mr. McCORMACK. I yield.

Mr. HALLECK. As the gentleman knows, I am the ranking Republican member of the Select Committee on Lobbying Activities, hence this inquiry: Can the gentleman give us any more definite information as to when these citations may be called up? There is a great deal of interest in them. Would it be tomorrow or Thursday? Or is not the gentleman prepared to say?

Mr. McCORMACK. It will be either Wednesday or Thursday, in my opinion. I do not want to be held fast to following the Wood bill because there may be some conference reports or other bills that may be reported out of committee that we would want to dispose of. But it is the intention to have them brought up in the House either Wednesday or Thursday. I wish I could give more definite information but I think that is pretty definite. It will be called up after the Wood bill is disposed of or as quickly thereafter as possible.

Mr. MARTIN of Massachusetts. Mr. Speaker, will the gentleman yield?

Mr. McCORMACK. I yield.

Mr. MARTIN of Massachusetts. Does the gentleman intend, then, that they shall precede the bill providing for the drafting of doctors and dentists?

Mr. McCORMACK. No; that is why I wanted leeway. Any legislation, of course, of that kind which may come out I feel should be given priority.

The SPEAKER. The gentleman from Georgia [Mr. Cox] is recognized.

CALL OF THE HOUSE

Mr. MARCANTONIO. Mr. Speaker, a point of order.

The SPEAKER. The gentleman will state it.

Mr. MARCANTONIO. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. McCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 257]

Angell	Hoffman, Mich.	Pfeiffer,
Barden	Holifield	William L.
Barrett, Wyo.	Johnson	Phillips, Tenn.
Blackney	Kearney	Poulson
Boggs, Del.	Kee	Powell
Buckley, Ill.	Keefe	Quinn
Buckley, N. Y.	Keogh	Regan
Bulwinkle	Klein	Rivers
Burleson	Larcade	Roosevelt
Corbett	Latham	Sabath
Crook	McCulloch	Sadowski
Davies, N. Y.	McKinnon	Scott, Hardie
Dingell	McMillen, Ill.	Scott,
Durham	Martin, Iowa	Hugh D., Jr.
Engel, Mich.	Mason	Shelley
Engle, Calif.	Miller, Calif.	Smith, Ohio
Furcolo	Morgan	Werdel
Gillette	Morrison	Williams
Gregory	Murray, Wis.	Willis
Gwinn	Norton	Winstead
Hall,	O'Konski	Withrow
Edwin Arthur	Pace	Wolcott
Heffernan	Pfeifer,	Yates
Hinshaw	Joseph L.	

The SPEAKER. On this roll call 362 Members have answered to their names; a quorum is present.

By unanimous consent, further proceedings under the call were dispensed with.

REGISTRATION, CLASSIFICATION, AND INDUCTION OF CERTAIN MEDICAL, DENTAL, AND ALLIED SPECIALIST CATEGORIES

Mr. VINSON. Mr. Speaker, I ask unanimous consent that it may be in order any time this week to move that the House resolve itself into the Committee of the Whole House on the State of the Union for consideration of the bill (H. R. 9554) to amend the Selective Service Act of 1948, as amended, so as to provide for special registration, classification, and induction of certain medical, dental, and allied specialist categories, and for other purposes; that there shall be not to exceed 2 hours general debate to be confined to the bill, to be equally divided and controlled by myself and the gentleman from Missouri [Mr. SHORT], and that the bill be then read for amendment under the 5-minute rule.

The SPEAKER. Is there objection to the request of the gentleman from Georgia?

Mr. MICHENER. Mr. Speaker, reserving the right to object, all the gentleman does is to waive the rule.

Mr. VINSON. That is all it does.

Mr. MICHENER. And his unanimous consent request embodies what would be in the rule.

Mr. VINSON. Exactly.

Mr. MICHENER. It simply saves time.

Mr. VINSON. The gentleman is right.

Mr. LYLE. Mr. Speaker, reserving the right to object, will the gentleman tell me whether or not there is any provision in this bill to provide for doctors at service hospitals to take care of veterans?

Mr. VINSON. Not specifically, but it will be open for discussion under the 5-

minute rule and under general debate. I am familiar with what is in the gentleman's mind. There will be ample opportunity for discussion.

Mr. LYLE. Further reserving the right to object, I know the gentleman is familiar with what I have in mind, but is he with me?

Mr. VINSON. I cannot say that I am with you or against you, but I will say that the matter about which the gentleman is concerned is a very important one and it will be debated, no doubt, when the bill comes up. All I am asking now is, as the gentleman from Michigan said, to dispense with the rule. The request embodies everything that would be in a rule.

Mr. HARE. Mr. Speaker, reserving the right to object, on August 22 I introduced the bill H. R. 9501, which is a bill designed to put into law the Holloway plan, similar to that which has gone in effect for the training of naval officers, but it will provide Government scholarships for doctors and dentists on the condition that they serve an equal number of years in the Armed Forces that we provide them with education. My reservation at this time, Mr. Speaker, is to ask if I may be accorded some hearings on that bill.

Mr. VINSON. I may state to the gentleman from South Carolina that the Committee on the Armed Services right now is conducting hearings on departmental bills of high priority. Just as soon as we can get around to his bill I will be delighted to give him a hearing, and I will try to do that before we adjourn.

Mr. HARE. Further reserving the right to object, I might observe that from what I learn concerning the present bill it is designed to care for the situation at the present time.

Mr. VINSON. That is right.

Mr. HARE. It is my impression that if we can inaugurate a program that will train these dental and medical officers and obligate them to serve in the armed services that it will obviate the necessity of a proposal such as is now before the House.

Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Georgia?

There was no objection.

SUBVERSIVE ACTIVITIES CONTROL AND COMMUNIST REGISTRATION ACT

Mr. COX. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 826, and ask for its immediate consideration.

The Clerk read as follows:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 9490) to protect the United States against certain un-American and subversive activities by requiring registration of Communist organizations, and for other purposes, and all points of order against the bill or any of the provisions contained therein are hereby waived. That after general debate, which shall be confined

to the bill and continue not to exceed 2 hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Un-American Activities, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. COX. Mr. Speaker, I yield to the gentleman from Mississippi [Mr. COLMER] for the purpose of making a consent request.

(Mr. COLMER asked and was given permission to extend his remarks in two instances and include extraneous matter.)

Mr. COX. Mr. Speaker, this resolution makes in order consideration of the so-called Wood bill, reported by the Committee on Un-American Activities. It is, of course, a controversial measure concerning which people have various opinions. In my judgment the bill does not go far enough. It is a step in the right direction, however, and I trust that the rule will be adopted.

Mr. Speaker, I yield 30 minutes to the gentleman from New York [Mr. WADSWORTH].

Mr. WADSWORTH. Mr. Speaker, I yield myself such time as I may use.

Mr. Speaker, it is not my intention to indulge in any extended remarks with respect to this rule or as to the bill which will be brought before the House if the rule is adopted. I merely desire to remind my colleagues of the House that this bill, for which a rule is requested, is intended to meet a very, very important problem and to solve it. It is a problem that has commanded our attention for some years.

Most of the Members of the House will recollect that in the Eightieth Congress a bill with this same objective was reported from the Committee on Un-American Activities. I happen to recollect the consideration given to it because it was my fate to preside over the Committee of the Whole while the bill was under consideration. The debate lasted 16 hours and the bill was passed by the House by an overwhelming majority but did not receive favorable action in the other body.

This bill, as I gather, has the same objective as the bill presented in the Eightieth Congress, but, in my humble judgment, approaches the matter more wisely. I may only say to the Members of the House that as a member of the Committee on Rules I was deeply impressed with the descriptions given of this measure by the chairman of the committee that reported it, the gentleman from Pennsylvania [Mr. WALTER] and the gentleman from California [Mr. NIXON]. It was apparent that they and the other members of the committee had given very, very serious consideration to the questions involved, and especial consideration to the protection of American citizens in the right of free speech and freedom of thought. My humble judgment is they have done an excellent job.

amendment is not offered we can arrange a unanimous-consent agreement. I hope an agreement can be worked out to bring it up next January or later in the session, if necessary. If the amendment is offered, I know there will be considerable debate.

Mr. WILLIAMS. Mr. President, will the Senator yield?

Mr. LUCAS. I do not have the floor. The Senator from Minnesota has the floor.

Mr. HUMPHREY. For the purpose of discussing the matter at hand, I gladly yield to the Senator from Delaware.

Mr. WILLIAMS. I have no desire to delay action on the bill, but before reaching a unanimous-consent agreement, I should like to have the opportunity of presenting the case for my amendment, which has now been pending for 3 days.

Mr. LUCAS. I am sure the Senator will be granted an opportunity to present his persuasive arguments, although I hope it will be defeated after he does so.

I thank the Senator from Minnesota for yielding to me.

FEDERAL-AID HIGHWAY ACT OF 1950— CONFERENCE REPORT

During the delivery of Mr. HUMPHREY'S speech,

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. HUMPHREY. I yield.

Mr. CHAVEZ. I wonder if the Senator from Minnesota will yield to me for a privileged matter.

Mr. HUMPHREY. Mr. President, I want to cooperate, but every time we get going some Senator has a privileged matter or a special committee report. I would ask the Senator if it is something about which we will have to argue, or can it be disposed of quickly?

Mr. CHAVEZ. It is the conference report on the so-called highway bill, in which the Senator from Minnesota was deeply interested.

Mr. HUMPHREY. I was, indeed, deeply interested. May I ask the Senator if he can hold it up for a little while? This is a labor of love. With all the hard work I have gone through in connection with it, I feel very much as does my friend from New Mexico.

Mr. CHAVEZ. I feel so deeply about the matter which the Senator is discussing that I know I shall be on his side.

I do not think the matter will take long. The House has already approved the conference report.

Mr. HUMPHREY. I think it would be a good idea for the junior Senator from Minnesota to yield to his good friend from New Mexico.

Mr. CHAVEZ. The Senator has sold me so thoroughly on his idea that I shall be on his side.

Mr. President, I submit the conference report on the bill (H. R. 7941) to amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 335), as amended and supplement-

ed, to authorize appropriations for continuing the construction of highways, and for other purposes, and I ask unanimous consent for its present consideration.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The report was read.

(For conference report see page 13332 of the House proceedings of August 28, 1950.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. CHAVEZ. Mr. President, in order to save the time of the Senate, I ask unanimous consent that a statement which I have prepared in connection with the conference report may be printed in the RECORD at this point.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

NOTES ON CONFERENCE REPORT ON FEDERAL AID HIGHWAY BILL

The highway bill as agreed to by the conferees carries out substantially the same proposals and principles in the bill as it passed the Senate. The Senate conferees accepted three or four reductions proposed by the House conferees, and in turn felt it necessary to accept two increases insisted upon by the House conferees. The principal differences before the conferees were in the authorizations for the secondary and urban systems, for the forest roads and trails, the Inter-American Highway, emergency fund, access roads, and public-domain roads.

With respect to the funds for the secondary and urban systems, the House conferees \$600,000 for the secondary system and \$125,000,000 for the secondary system and \$125,000,000 for the urban system, be retained in order to hold to the established balance among the three Federal-aid systems. Senators will recall that on the floor of the Senate \$15,000,000 was cut from the secondary system and \$12,500,000 from the urban system. A proportionate cut for the primary system was also proposed on the Senate floor, but that motion was defeated, with the result that the ratio among the three systems was thrown out of balance. This time-tested ratio was established many years ago after long and careful deliberations of the Committees of both the House and the Senate. It consists of 45 percent for the primary system, 30 percent for the secondary system, and 25 percent for the urban system. The House conferees insisted that we should maintain these percentages and keep faith with the State Highway authorities and the users of our Federal highway systems. Since the figure for the primary system had not been disturbed and was not in conference, there was no alternative but to agree to restoring the House figures on the other two systems in order to maintain the established balance. We felt that this restoration of the House figures was further justified by our action in insisting upon the elimination of the separate authorization of \$70,000,000 for the Interstate System, which the House had placed in the bill.

With respect to secondary roads, the conferees were in unanimous agreement on the intent and purposes of the Senate language calling for spreading these funds to local

rural roads and roads of the county class. The conferees made some minor changes in the Senate language in order to reassure some of the more heavily populated States that they would be adequately protected in handling their secondary roads to permit them to spend the funds on higher class roads where they have no local road problems. The modified language emphasizes that the funds will be used on local rural roads and roads of the country road class, including township roads as well as on the other types of secondary and feeder roads. Furthermore, it gives the local road officials an equal voice with the State officials in selecting projects and setting the specifications. With these provisions in the language protecting the States with no local road problems on the one hand, and the States where emphasis on the building of local roads has been long neglected on the other hand, it is our belief that we can begin to make some good progress in this local road field.

The Senate conferees receded on the amount for forest roads and trails, accepting the House figure of \$17,500,000. Likewise, we also accepted the House proposal to reduce the term of years for the authorizations on the Inter-American Highway from 4 years to 2 years, which is the same period for the other items in the bill. This effected a further saving of \$3,000,000.

The language for access roads was modified at the insistence of the House conferees to remove the revolving fund features and restate the authorization as a definite \$10,000,000 amount.

With respect to the Maybank amendment referring to alteration of bridges over navigable waters, the conferees were in sympathy with the objectives and agreed that there was merit in this proposal. However, due to the fact that no hearings had been held on this subject and since the total cost of the proposal is not known at the present time, the House conferees insisted that it be removed entirely without prejudice and suggested that it should be taken up as a separate bill.

This summarizes the principal features agreed to in conference. Other details are shown in the House managers' statement, which has been printed in the RECORD.

I should like to call the attention of Senators to the comparisons of the authorization amounts contained in this bill, because I think there has been considerable misunderstanding on this point. I have here a table showing the amounts in the bill as recommended by the budget, as passed by the House, as passed by the Senate, and as recommended by the conferees. I want to say that contrary to our own feelings with respect to the very great need for further improvement of our highways and contrary to many reports which have been circulated, the bill, both as passed by the Senate and as recommended by the conferees, is not only below the House figures, but it is also below the budget recommendations. I hope that there will be no misunderstanding on this point. I feel, and I think many other Senators feel, that we should be doing much more for our roads. There is no question of pork or fat involved here. We all know how much we need the roads in wartimes, as well as in peacetimes. But, recognizing that our expenditures must be scrutinized and held down to a minimum, I hope all Senators will note that we have reduced this highway bill below both the figures adopted by the House and the figures recommended by the Bureau of the Budget and the President.

Summary of amounts, H. R. 7941

Item	Budget recommendations	House	Senate	Conference
Primary.....	\$225,000,000	\$225,000,000	\$225,000,000	\$225,000,000
Secondary.....	150,000,000	150,000,000	135,000,000	150,000,000
Urban.....	125,000,000	125,000,000	112,500,000	125,000,000
Interstate.....	(0)	70,000,000	0	0
Forest highways.....	25,000,000	20,000,000	20,000,000	20,000,000
Tongass Forest roads (Alaska).....	7,252,000	0	3,500,000	3,500,000
Forest roads and trails.....	20,000,000	17,500,000	20,000,000	17,500,000
Park roads and trails.....	15,000,000	10,000,000	10,000,000	10,000,000
Parkways.....	20,000,000	13,000,000	13,000,000	13,000,000
Indian roads.....	10,000,000	6,000,000	6,000,000	6,000,000
Emergency fund.....	10,000,000	10,000,000	5,000,000	5,000,000
Inter-American Highway.....	8,000,000	0	4,000,000	4,000,000
Rama Road, Nicaragua.....	8,000,000	0	0	0
Access roads.....	10,000,000	0	10,000,000	10,000,000
Roads on public domain.....	2,500,000	0	5,000,000	5,000,000
Total.....	635,752,000	646,500,000	569,000,000	594,000,000

¹ No additional funds, but recommends earmarking \$150,000,000 from primary and urban systems.

² For each of 8 years.

³ For each of 4 years.

⁴ For each of 2 years.

Mr. STENNIS. Mr. President, I notice in the conference report no reference to secondary highways or how the funds should be spent, and on what type of roads. The language has been somewhat changed as passed by the Senate, where the great emphasis was on county roads. May I ask the Senator from New Mexico if the change in the language was with any idea of abandoning emphasis on county roads, or was it to make more flexible the language so as to adapt it to the peculiar situations in various States.

Mr. CHAVEZ. The conferees not only did not want to abandon the purpose which the Senate had in mind, but they wanted to emphasize the idea. But in order to carry out that very purpose, it was thought necessary that the language should be changed in order to meet technical difficulties.

Mr. STENNIS. Mr. President, will the Senator yield for a further question?

Mr. CHAVEZ. I yield.

Mr. STENNIS. I notice in the language a reference to school bus routes and rural mail routes, which was already in the old law. Is it the Senator's understanding that when those terms are used we are referring to school bus routes and rural mail routes that extend to county roads and on the county level, rather than to highways already improved.

Mr. CHAVEZ. That is the purpose of the language. That was the understanding of the conferees and what they had in mind. Not only that, but school buses can go to the extent of crossing townships, towns, parishes, or even States.

Mr. STENNIS. Mr. President, I should like to compliment the conferees for adopting language that gives the local authorities an actual place at the conference table in deciding what projects are going to be constructed. That puts them in a position which they have never before occupied.

The conferees also brought forward section 2 of the Senate bill which would create within each highway commission a unit charged with the responsibility of promoting the building of county roads and roads on the county level. I think that is a step forward in legislation of this kind, and for it I commend the Senator from New Mexico and all other Senators connected with it.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

CORRECTIONS IN ENROLLMENT OF
H. R. 7941

The PRESIDING OFFICER laid before the Senate House Concurrent Resolution 274, which was read, as follows:

Resolved by the House of Representatives (the Senate concurring), That the Clerk of the House of Representatives in the enrollment of the bill (H. R. 7941), the Federal-Aid Highway Act of 1950, is authorized and directed to make the following corrections: In the provisos of section 5 strike out the words "subsection" wherever they occur and insert the words "section."

Mr. CHAVEZ. Mr. President, I ask unanimous consent for the immediate consideration of the concurrent resolution.

There being no objection, the concurrent resolution was considered and agreed to.

Mr. CHAVEZ. I thank the Senator from Minnesota very much for yielding.

Mr. WHERRY. Mr. President, will the Senator from Minnesota yield for one question of the Senator from New Mexico?

Mr. HUMPHREY. Certainly.

Mr. WHERRY. Of course the conference report is a privileged matter, and I understand the conference report has been adopted. Therefore I am not asking any questions about the conference report. We have had a presentation of it by the Senator from New Mexico. However, a concurrent resolution was also adopted.

Mr. CHAVEZ. Yes. After the conference report was filed last night by the House it was discovered that there was a technical error in the use of the word "subsection" where the word should have been "section."

Mr. WHERRY. I thank the distinguished Senator.

PRIORITY OF OBLIGATION FOR MILITARY
SERVICE AMONG PHYSICIANS AND
DENTISTS

During the delivery of Mr. HUMPHREY's speech,

Mr. HUNT. Mr. President, will the Senator yield?

Mr. HUMPHREY. For what purpose does the Senator request that I yield?

Mr. HUNT. I wish to ask unanimous consent for the present consideration of Senate bill 4029, but without causing the Senator from Minnesota to lose the floor.

Mr. HUMPHREY. Mr. President, if I may yield for that purpose without losing my right to the floor, so that I may continue this discussion as soon as the matter to which the Senator from Wyoming refers is disposed of, I shall be more than happy to yield, so as to expedite the work of the Senate.

The PRESIDING OFFICER (Mr. Long in the chair). The Senator from Minnesota asks unanimous consent that he may yield in order to permit the consideration of Senate bill 4029. Is there objection?

Mr. WHERRY. Mr. President, reserving the right to object, although I shall not object, I should like to ask the distinguished Senator from Minnesota whether he expects to conclude his formal remarks before today's session ends.

Mr. HUMPHREY. Indeed, I do. My remarks would have been concluded long ago, except for the interruptions, which we have permitted in order to expedite the handling of other business of the Senate.

It is my intention to stay here this evening until I conclude my remarks.

Mr. WHERRY. I am not complaining about the length of time the Senator has spoken. I think his remarks are most informative, and certainly he has a perfect right to the floor.

Let me inquire how long he believes it will take him to conclude his remarks, if he is not interrupted.

Mr. HUMPHREY. It will not take me more than an additional 40 minutes to conclude, I am sure, if I am not interrupted. However, if I am interrupted—as I hope I shall be, because the interruptions are what make the real contribution—it will take me a little longer to conclude.

Mr. WHERRY. I am not objecting to the interruptions, and I care not how long the Senate remains in session.

Mr. HUMPHREY. I know that.

Mr. WHERRY. Several Senators on this side of the aisle wish to address the Senate; but as a result of the colloquy we have just had, they now are informed as to the length of the Senator's speech, and they can govern themselves accordingly.

I have no objection to consideration of the bill referred to by the distinguished Senator from Wyoming.

Mr. HUMPHREY. I understand that I shall not lose my right to the floor, but can resume my discussion of the pending business as soon as the other bill is disposed of, if unanimous consent is given for that purpose.

The PRESIDING OFFICER. That is understood.

Is there objection to the request for the present consideration of Senate bill 4029?

There being no objection, the Senate proceeded to consider the bill (S. 4029) to amend the Selective Service Act of

[PUBLIC LAW 769—81ST CONGRESS]

[CHAPTER 912—2D SESSION]

[H. R. 7941]

AN ACT

To amend and supplement the Federal-Aid Road Act, approved July 11, 1916 (39 Stat. 355), as amended and supplemented, to authorize appropriations for continuing the construction of highways, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purpose of carrying out the provisions of the Federal-Aid Road Act approved July 11, 1916 (39 Stat. 355), and all Acts amendatory thereof and supplementary thereto, and for continuing the construction and reconstruction of highways in accordance with the provisions of the Federal-Aid Highway Act of 1944 approved December 20, 1944 (58 Stat. 838), as amended and supplemented by the Federal Aid Highway Act of 1948 (62 Stat. 1105), there is hereby authorized to be appropriated the sum of \$500,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953.

The sum herein authorized for each fiscal year shall be available for expenditure as follows:

(a) \$225,000,000 for projects on the Federal-aid highway system.

(b) \$150,000,000 for projects on the Federal-aid secondary highway system or as may hereafter be added to such system in accordance with the provisions of paragraph (b) of section 3 of the Federal Aid Highway Act of 1944 (58 Stat. 838), as amended and supplemented by the Federal Aid Highway Act of 1948 (62 Stat. 1105); *Provided*, That such funds shall be expended on the secondary and feeder roads, farm-to-market roads, rural mail routes, public school bus routes, local rural roads, county roads, township roads, and roads of the county-road class, with types of construction that can be maintained at reasonable cost to provide all-weather service, and the projects for construction shall be selected and the specifications with respect thereto shall be determined by the State highway department and the appropriate local officials in cooperation with each other. This provision shall not be construed to modify any of the other provisions of paragraph (b) of section 3 of the Federal Aid Highway Act of 1944 (58 Stat. 838), as amended by the Federal Aid Highway Act of 1948 (62 Stat. 1105).

(c) \$125,000,000 for projects on the Federal-aid-highway system in urban areas.

The said sums respectively, for any fiscal year, shall be apportioned among the several States in the manner now provided by law and in accordance with the formulas set forth in section 4 of the Federal-Aid Highway Act of 1944 approved December 20, 1944: *Provided*, That the census figures used in making said apportionments shall be those shown by the latest available Federal census.

Any sums apportioned to any State under the provisions of this section shall be available for expenditure in that State for two fiscal years after the close of the fiscal year for which such sums are author-

ized, and any amount so apportioned remaining unexpended at the end of such period shall lapse: *Provided*, That such funds for any fiscal year shall be deemed to have been expended if a sum equal to the total of the sums apportioned to the State for such fiscal year is covered by formal agreements with the Commissioner of Public Roads for the improvement of specific projects as provided by this Act.

SEC. 2. Any State desiring to avail itself of the benefits of the funds apportioned for expenditure on the Federal-aid secondary highway system shall establish in its State highway department within six months after the close of the next regular session of its legislature, a secondary road unit and such department shall be suitably organized to discharge to the satisfaction of the Secretary of Commerce, the duties herein required: *Provided*, That any State highway department may arrange with any county or group of counties having competent highway engineering personnel, suitably organized and equipped to the satisfaction of the State highway department, to supervise construction and maintenance on a county-unit or group-unit basis for the construction and maintenance of secondary road projects: *Provided further*, That the term "county" as used in this section shall be construed to include corresponding units of government under any other name in States which do not have county organizations, and likewise in those States in which the county government does not have jurisdiction over highways it may be construed to mean any local governmental unit vested with jurisdiction over local highways.

SEC. 3. For the purpose of carrying out the provisions of section 23 of the Federal Highway Act (42 Stat. 218), as amended and supplemented, there is hereby authorized to be appropriated (1) for forest highways the sum of \$20,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; (2) for forest development roads and trails the sum of \$17,500,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953; and (3) for forest highways within, adjoining, or adjacent to the Tongass National Forest, the additional sum of \$3,500,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to provide for the improvement and extension of the highway facilities to serve the present and potential traffic incident to the further development of the timber and other resources of southeastern Alaska: *Provided*, That immediately upon the passage of this Act, the appropriation herein authorized for forest highways for the fiscal year ending June 30, 1952, shall be apportioned by the Secretary of Commerce for expenditure in the several States, Alaska, and Puerto Rico, according to the area and value of the land owned by the Government within the national forests therein which the Secretary of Agriculture is hereby directed to determine and certify to him from such information, sources, and departments as the Secretary of Agriculture may deem most accurate, and hereafter, on or before January 1 next preceding the commencement of each succeeding fiscal year the Secretary of Commerce shall make like apportionment of the appropriation authorized for such fiscal year: *Provided further*, That the Commissioner of Public Roads may incur obligations, approve projects, and enter into contracts under the apportionment of such authorizations, and his action in so doing shall be deemed a contractual obligation of the Federal Government for the payment of the cost thereof: *Provided further*, That the appro-

priations made pursuant to authorizations heretofore, herein, and hereafter enacted for forest highways shall be considered available to the Commissioner of Public Roads for the purpose of discharging the obligations created hereunder in any State or Territory: *Provided further*, That the total expenditures on account of any State or Territory shall at no time exceed its authorized apportionment: *And provided further*, That appropriations for forest highways shall be administered in conformity with regulations jointly approved by the Secretary of Commerce and the Secretary of Agriculture.

SEC. 4. (a) For the construction, reconstruction, improvement, and maintenance of roads and trails, inclusive of necessary bridges, in national parks, monuments, and other areas administered by the National Park Service, including areas authorized to be established as national parks and monuments, and national park and monument approach roads authorized by the Act of January 31, 1931 (46 Stat. 1053), as amended, there is hereby authorized to be appropriated the sum of \$10,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That hereafter appropriations for the construction, reconstruction, and improvement of such park and monument roads shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce.

(b) For the construction, reconstruction, improvement, and maintenance of parkways, authorized by Acts of Congress, on lands to which title is vested in the United States, there is hereby authorized to be appropriated the sum of \$13,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That hereafter appropriations for the construction of parkways shall be administered in conformity with regulations jointly approved by the Secretary of the Interior and the Secretary of Commerce: *Provided further*, That \$3,000,000 of the sum authorized for the fiscal year ending June 30, 1952, shall be available for contract immediately upon the passage of this Act.

(c) For the construction, improvement, and maintenance of Indian reservation roads and bridges and roads and bridges to provide access to Indian reservations and Indian lands under the provisions of the Act approved May 26, 1928 (45 Stat. 750), there is hereby authorized to be appropriated the sum of \$6,000,000 for the fiscal year ending June 30, 1952, and a like sum for the fiscal year ending June 30, 1953: *Provided*, That the location, type, and design of all roads and bridges constructed shall be approved by the Commissioner of Public Roads before any expenditures are made thereon, and all such construction shall be under the general supervision of the Commissioner of Public Roads.

SEC. 5. Any State, county, city, or other political subdivision that shall issue bonds and use the proceeds of such bonds for the construction of toll-free facilities in order to accelerate the improvement of the National System of Interstate Highways, the Federal-aid primary highway system or the Federal-aid highway system in urban areas, may apply any portion of the funds herein, or hereafter, authorized for expenditure on said systems of highways and apportioned to such State under the provisions of section 1 to aid in retirement of annual maturities of the principal indebtedness of such bonds to the extent that the proceeds of such bonds are actually expended in the construc-

tion of said systems of highways: *Provided*, That payment of Federal funds on the principal indebtedness of such bonds shall be made only on account of any such facility that is constructed in accordance with plans and specifications approved in advance of construction by the Commissioner of Public Roads: *Provided further*, That payment of Federal funds pursuant to this section shall not exceed the pro rata basis authorized by section 1: *And provided further*, That payments to any State pursuant to this section shall be made exclusively from apportionments to such State from funds authorized by the Congress to be apportioned for expenditure on said systems of highways and this section shall not be construed as a commitment or obligation on the part of the United States to provide such funds.

SEC. 6. That section 14 of the Federal Highway Act, approved November 9, 1921 (42 Stat. 212), is hereby amended to read as follows:

"SEC. 14. It shall be the duty of the State to maintain any highway within its boundaries after construction under the provisions of this Act. If at any time the Commissioner of the Bureau of Public Roads shall find that any such highway in any State is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in a proper condition of maintenance, then the Commissioner of Public Roads shall withhold approval of further projects in such State until such highway has been restored to a proper condition of maintenance: *Provided*, That in any State wherein the highway department is without legal authority to maintain a highway so constructed as a secondary or an urban road project the highway department of such State shall enter into a formal agreement with the appropriate officials of the county or city in which such highway is located for its maintenance, and if at any time the Commissioner of Public Roads shall find that such highway is not being properly maintained he shall call such fact to the attention of the highway department of such State and if within ninety days after receipt of such notice said highway has not been put in proper condition of maintenance then the Commissioner of Public Roads shall withhold approval of further secondary or urban road projects in such county or city until said highway shall have been placed in a proper condition of maintenance."

SEC. 7. That subsection (a) of section 5 of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), is hereby amended by increasing the Federal share payable on account of the costs of rights-of-way from "one-third" to not to exceed "one-half" of such costs.

SEC. 8. Section 3a of the Federal Highway Act of November 9, 1921, as amended by the Act of February 20, 1931 (46 Stat. 1173), is hereby amended to read as follows:

"SEC. 3a. That the Secretary of Commerce is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of public highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior, and to pay the amount assumed therefor from the funds allotted or apportioned under this Act to the State wherein the reservations and national parks and monuments are located."

SEC. 9. Not to exceed \$5,000,000 of any money heretofore or hereafter appropriated for expenditure in accordance with the provisions of the Federal Highway Act, as amended and supplemented, shall be available for expenditure by the Commissioner of Public Roads, in accordance with the provisions of the Federal Highway Act, as amended and supplemented, as an emergency relief fund, after receipt of an application therefor from the highway department of any State, in the repair or reconstruction of highways and bridges on the primary or secondary Federal-aid highway systems, which he shall find have suffered serious damage as the result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States, and there is hereby authorized to be appropriated any sum or sums necessary to reimburse the funds so expended from time to time under the authority of this section: *Provided*, That no expenditures shall be made with respect to any such catastrophe in any State unless an emergency has been declared by the Governor of such State and concurred in by the Secretary of Commerce: *Provided further*, That the Federal share payable on account of any repair or reconstruction project provided for by funds made available under this section shall not exceed 50 per centum of the cost thereof.

SEC. 10. For the purpose of carrying out the provisions of section 3 of the Federal Highway Act (42 Stat. 212), as amended by the Act of June 24, 1930 (46 Stat. 805), there is hereby authorized to be appropriated for the survey, construction, reconstruction, and maintenance of main roads through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations the sum of \$5,000,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to remain available until expended: *Provided*, That such funds shall be available for expenditure in the lands hereinbefore described on the basis of need in such States, respectively, as determined by the Commissioner of Public Roads upon application of the highway departments of the respective States and without regard to any law for the apportionment of such funds among said States: *Provided further*, That \$2,500,000 of the sum authorized for the fiscal year ending June 30, 1951, shall be available for contract immediately upon the passage of this Act.

SEC. 11. (a) Section 1 of the Act entitled "An Act to provide for cooperation with Central American Republics in the construction of the Inter-American Highway", approved December 26, 1941 (55 Stat. 860), is hereby amended to read as follows:

"(b) There is hereby authorized to be appropriated, in addition to the sums heretofore authorized, the sum of \$4,000,000 for the fiscal year ending June 30, 1951, and a like sum for the fiscal year ending June 30, 1952, to be available until expended, to enable the United States to cooperate with the Governments of the American Republics situated in Central America—that is, with the Governments of the Republics of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, and Panama—in the survey and construction of the Inter-American Highway within the borders of the aforesaid Republics, respectively. Not to exceed \$2,000,000 of the appropriation hereinabove authorized for each fiscal year may be expended without requiring the country or countries in which such sums may be expended to

match any part thereof, if the Secretary of State shall find that the cost of constructing said highway in such country or countries will be beyond their reasonable capacity to bear. The remainder of such authorized appropriations shall be available for expenditure only when matched to the extent required by this Act by the country in which such expenditure may be made. Expenditures from the sums available on a matching basis shall not be made for the survey and construction of any portion of said highway within the borders of any country named herein unless such country shall provide and make available for expenditure in conjunction therewith a sum equal to at least one-third of the expenditures that may be incurred by that Government and the United States on such portion of the highway. All expenditures by the United States under the provisions of this Act for material, equipment, and supplies shall, whenever practicable, be made for products of the United States or of the country in which such survey or construction work is being carried on. Construction work to be performed under contract shall be advertised for a reasonable period by the Minister of Public Works, or other similar official, of the government concerned in each of the participating countries and contracts shall be awarded pursuant to such advertisements with the approval of the Secretary of Commerce of the United States. No part of the appropriations herein authorized shall be available for obligation or expenditure for work on said highway in any cooperating country unless the government of said country shall have assented to the provisions of this Act; shall have furnished satisfactory assurances that it has an organization adequately qualified to administer the functions required of such country under the provisions hereof; and then only as such country may submit requests, from time to time, for the construction of any portion of the highway to standards adequate to meet present and future traffic needs: *Provided*, That no part of said appropriations shall be available for obligation or expenditure in any such country until the government of that country shall have entered into an agreement with the United States which shall provide, in part, that said country—

“(1) will provide, without participation of funds herein authorized, all necessary right-of-way for the construction of said highway, which right-of-way shall be of a minimum width where practicable of one hundred meters in rural areas and fifty meters in municipalities and shall forever be held inviolate as a part of the highway for public use;

“(2) will not impose any highway toll, or permit any such toll to be charged, for use by vehicles or persons of any portion of said highway constructed under the provisions of this Act;

“(3) will not levy or assess, directly or indirectly, any fee, tax, or other charge for the use of said highway by vehicles or persons from the United States that does not apply equally to vehicles or persons of such country;

“(4) will continue to grant reciprocal recognition of vehicle registration and drivers' licenses in accordance with the provisions of the Convention for the Regulation of Inter-American Automotive Traffic, which was opened for signature at the Pan American Union in Washington on December 15, 1913, and to which such country and the United States are parties, or of any other treaty

or international convention establishing similar reciprocal recognition; and

"(5) will provide for the maintenance of said highway after its completion in condition adequately to serve the needs of present and future traffic."

SEC. 12. For the purpose of carrying out the provisions of section 6 of the Defense Highway Act of 1941 (55 Stat. 765) as amended, there is hereby authorized to be appropriated the sum of \$10,000,000, to remain available until expended: *Provided*, That \$2,000,000 of the sum authorized by this section shall be available for contract immediately upon the passage of this Act: *Provided further*, That the roads authorized to be constructed under this section shall be certified to the Secretary of Commerce as important to the national defense by the Secretary of Defense or such other official as the President may designate.

SEC. 13. Any State highway department which submits plans for a Federal-aid highway project involving the bypassing of any city or town shall certify to the Commissioner of Public Roads that it has had public hearings and considered the economic effects of such a location.

SEC. 14. The Commissioner of Public Roads is authorized and directed to assist in carrying out the action program of the President's Highway Safety Conference and to cooperate with the State highway departments and other agencies in this program to advance the cause of safety on the streets and highways: *Provided*, That not to exceed \$75,000 shall be expended annually for the purposes of this section.

SEC. 15. All provisions of the Federal-Aid Highway Act of 1944, approved December 20, 1944 (58 Stat. 838), and the provisions of the Federal-Aid Highway Act of 1948, approved June 29, 1948 (62 Stat. 1105), not inconsistent with this Act, shall remain in full force and effect.

SEC. 16. The Secretary is authorized to delegate to the Commissioner of Public Roads any authority vested in him by this Act.

SEC. 17. If any section, subsection, or other provisions of this Act or the application thereof to any person or circumstance is held invalid, the remainder of this Act and the application of such section, subsection, or other provision to other persons or circumstances shall not be affected thereby.

SEC. 18. That all Acts or parts of Acts in any way inconsistent with the provisions of this Act are hereby repealed, and this Act shall take effect on its passage.

SEC. 19. This Act may be cited as the "Federal-Aid Highway Act of 1950".

Approved September 7, 1950.

33

4543

17